UNIVERSITY OF PENNSYLVANIA

STATE CERTIFICATION AS A FACTOR IN THE TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE

WILLIAM ALLISON YEAGER

A THESIS

IN EDUCATIONAL ADMINISTRATION

PRESENTED TO THE FACULTY OF THE GRADUATE SCHOOL OF THE UNIVERSITY OF PENNSYLVANIA IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF DOCTOR OF PHILOSOPHY

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Acknowledgments

The writer desires to acknowledge his obligation to the Group Committee, Dr. James C. Miller, Dr. Francis M. Garver and Dr. John H. Minnick, for their kindly advice and helpful suggestions relative to the pursuit of this study; to officials in the State Department of Public Instruction, especially to Dr. J. A. H. Keith, Dr. J. N. Rule, Mr. Henry Klonower, Mr. J. E. Wagner and Mr. H. E. Gayman, for endorsement of the project, for permission to use material in the Department and for kindly advice and suggestions in the progress of the study; to members of the Seminar in Educational Administration for helpful criticism and many suggestions. He wishes to acknowledge the assistance and cooperation of the normal school principals and college authorities over the State, to hundreds of county and district superintendents and supervising principals, school board secretaries, and elementary teachers who filled out and returned questionnaires and gave many personal suggestions. He desires to acknowledge the suggestions and encouragement of Dr. Thomas E. Finegan, formerly Superintendent of Public Instruction in the State of Pennsylvania. Finally, the writer desires to acknowledge his personal obligation to Dr. James C. Miller for his sympathetic counsel and encouragement, without which this study would have been impossible.

To My Wife

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INTRODUCTION

An increasing emphasis in recent years is being placed upon the development of state programs of education. These efforts have included more comprehensive movements than formerly looking towards still higher educational standards. Equalization of educational opportunity for all the children of all the people to a greater degree has been related to these progressive programs. This has been particularly true in those attempts which have been made to equalize the quality of educational service offered to the children of the Commonwealth through the greater equalization of preparation on the part of the teacher. Many of these programs have been based upon the educational needs of the states as revealed by surveys, and by other less formal overviews of its needs and problems as analyzed by individuals and organizations. In addition, the introduction of new and more virile administrative forces with vision and the courage to improve have been instrumental in many instances in stimulating educational progress. Some of these movements have reached such a point in their progress that it is possible to ascertain with some degree of definiteness just what has been accomplished; others are in earlier stages of development and an analysis of the results accomplished must await the passing of a more extended period of time.

The United States Bureau of Education and the General Education Board of the Rockefeller Foundation have been instrumental in the initiation of a number of state programs of education through state school surveys. These agencies have analyzed the educational needs and situations in a number of states and in each case have indicated desirable changes looking towards higher standards and increased educational opportunities.[1] In addition, principles and desirable practices have been set forth which have given assistance to other states in the improvement of their educational service.

A stimulus to educational development in many states known as the Ayres Report appeared in 1919.[2] Using an index number obtained by the statistical use of ten criteria, Leonard P. Ayres of the Russell Sage

[1]For a list of important state school surveys, see Cubberley, E. P., State School Administration, Houghton-Mifflin, 1927, page 304f.

[2]Ayres, Leonard P., An Index Number for State School Systems. The Russell Sage Foundation, New York, 1920.

Foundation attempted to show the relative rank of all states in the union. By this method many states heretofore proud of their educational achievements were ranked in positions below that of their neighbors whose record up to that time had not been considered so promising. Although the Ayres Report and the methods used were subjected to some criticism,[3] the effects upon the development of state policies looking towards educational improvement were significant.[4] As a result many states set to work to correct these inequalities.

What is considered to be greatest among the educational problems of a State in its educational development is that of providing an adequate body of trained teachers. In 1914 the Carnegie Foundation for the Advancement of Teaching declared teacher training to be the prime function of a state in its educational program:

". . . Little by little the States of the nation are realizing the oneness of the educational undertaking which faces them and are discovering that they can expect to cope successfully with it only by creating a skillful and mobile central authority to operate and control the entire undertaking. Of this great single educational enterprise in each State, the portion that is most vital, that overtops all else in its decisive importance, is that of selecting and training teachers. The solution of the State's problem as a whole is measured largely by the solution of this portion of the problem. It is emphatically a State task today and will doubtless permanently remain so."[5]

Recognition of the priority of teacher training as a state function within the last two decades has accounted for a number of studies that have been made. Necessity for adequate provision for teacher-training agencies in order to prepare well qualified teachers was recognized in the number of surveys and reports made prior to 1914 and quoted by Judd and Parker[6] in their analysis of available material pertaining to State Normal Schools. In this bulletin a summary was made of these reports and other data secured for the purpose of developing desirable standards for the training of teachers. This bulletin has been widely quoted.

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[3]Bagley, W. C., Determinism and Education, Warwick and York, 1925.

[4]For instance, Dr. Ayres appeared before the Educational Congress of the State of Pennsylvania, November, 1920, in a discussion of these figures in so far as they related to this state. See Pennsylvania School Journal.

[5]Ninth Annual Report of the President and of the Treasurer of the Carnegie Foundation for the Advancement of Teaching, New York, 1914. Page 20.

[6]Problems Involved in Standardizing State Normal Schools, United States Bureau of Education, Bulletin, 1916, No. 12.

Of probably greater significance has been the comprehensive study of Tax-Supported Normal Schools in the State of Missouri conducted by the Carnegie Foundation for the Advancement of Teaching under the direction of Dr. Learned, Dr. Bagley and others. This study was begun in the latter part of 1914 and required several years for its completion. Any exact measurement of its influence as a teacher training document would be impossible. Its principles have been much quoted,[7] and its suggestions used as a basis for the organization and development of State Programs.

Other studies by individuals, some of which have been made in co-operation with pivotal state agencies, have appeared more recently looking towards an analysis and solution of a state's problems in teacher training. One of these studies[8] presents the problem for the State of Kentucky. The data used while originally collected by the General Education Board and the Kentucky Educational Association were duly analyzed and reported upon by Dr. Donovan. Recommendations were offered for the further development of a state's policy of elementary teacher-training with specific applications to the State of Kentucky.

In similar manner Dr. Steele, through an exhaustive study of source material in the State of Vermont, examined that state's teacher-training situation.[9] His conclusions and recommendations present the needs of teachers in that State.

In co-operation with numerous state agencies and officials, Dr. Myers[10] reviewed the teacher-training conditions in Ohio. With an historical approach, he showed the outstanding defects of the teacher-training efforts of the State and in his last chapter has presented a detailed program for development.

A more recent study has attempted to evaluate results accomplished in the State of Missouri in regard to the development of a teacher-training program already set up. Mention has already been made of the evaluation of Missouri's system of teacher training by the Carnegie Foundation

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[7]See following references by number in Bibliography: Nos. 18, 26, 30, 41, 51, and 55.

[8]Donovan, Herman Lee, A State's Elementary Teacher-Training Problem (Kentucky) George Peabody College for Teachers' Contributions to Education No. 17. Nashville, 1925.

[9]Steele, Robert McCurdy, A Study of Teacher Training in Vermont. Teachers College, Columbia University Contributions to Education, No. 243, 1926.

[10]Myers, Alonzo Franklin, A Teacher-Training Program for Ohio. Teachers College, Columbia University Contributions to Education, No. 266, 1927.

for the Advancement of Teaching.[11] After a lapse of ten years, Dr. Hill[12] in co-operation with the Missouri State Teachers Colleges and other teacher-training agencies of the State of Missouri, made a comparison of the present situation with the conclusions and proposals of the survey commission. In an exhaustive manner, Dr. Hill analyzed the modifications appearing after an interval of a decade and presented suggested proposals for future consideration as to teacher-training. These proposals show the training of the teacher to be a factor of prime importance if a State's educational function is to receive adequate recognition. Dr. Cubberley sets forth this fact in unmistakable language when he says:

". . . We have so far largely failed to grasp the fact that our teachers are the key to all educational advancement. Expenditures for education are almost meaningless except as expressed in the superior quality and skill of the individual teacher. If the billions we recently spent to preserve democracy abroad are not to be largely wasted, millions must now be spent at home to improve the character of the teachers in whose hands, to a great extent, the future of this Nation rests."[13]

No longer is the teacher with little training beyond the elementary school accepted quite as generally as formerly. Training equivalent to two years post high school preparation is demanded as a minimum and has been incorporated in the laws of many States.[14]

Recent studies have tended to emphasize the superiority of the trained teacher over the untrained in the classroom. The nature of this training needs to be more carefully discerned and measured to see if anticipated results are being secured. Dr. Jacobs in his dissertation[15] attempted to show the influence of a teacher's education upon her effectiveness as a teacher. After isolating formal academic and professional training from among all other factors contributing to a teacher's effectiveness, he concludes

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[11]See page 3.

[12]Hill, Clyde Milton, A Decade of Progress in Teacher Training. Teachers College, Columbia University, Contributions to Education, No. 233, 1927.

[13]Cubberley, Ellwood P., State School Administration, Houghton-Miffiin, 1927, page 595.

[14]For a good discussion of this development in teacher-training, see Cubberley, op. cit., chapter XXII; Steele, op. cit., chap. III; Cook, Katherine M., State Laws and Regulations Governing Teachers' Certificates, Bureau of Education, Bulletin, 1927, No. 19.

[15]Jacobs, Charles Louis, The Relation of the Teacher's Education to Her Effectiveness. Teachers College, Columbia University Contributions to Education, No. 277. Chapter I gives a good analysis of available literature on teacher-training viewed from many angles.

"that the subjects which are directly applicable to the work of the teachers in the first six grades have had a rather dominant influence in producing effective teachers in these grades."[16]

He believes, however, that further studies will be necessary to establish the relative values of the different elements in this training.

Improvements of teachers, once having entered the profession, in respect to the elements of difficulty involved is quite different from the problem of pre-service training. Elementary teachers in service *below* a required standard of training due to their teaching duties may not continue longer in residence in teacher-training institutions in the usual pre-service manner. Other means must be found in order to bring such inadequacy in training up to the desired level. Particularly difficult is the problem of keeping the quality of such in-service training up to the standard of pre-service training. In addition, in some way the elementary teacher-in-service, from the standpoint of certification, must be kept professionally abreast of those being currently graduated.

More attention has been given to this phase of teacher-training recently than heretofore. The first important study dealing with the problem was made by Dr. Ruediger in 1911.[17] His summary of the agencies then in operation throughout the country served as an important stimulus for the further development of the teacher-in-service. Outstanding among the more recent studies applicable to more specific phases of the problem is Dr. Russell's analysis of the agencies extant for the improvement of the city elementary teacher.[18] Not every city elementary teacher is in need of the same type and degree of training in service, and Dr. Russell sets up groupings of such teachers with suggestions for the in-service improvement of each, based upon fundamental principles.

In order to insure properly prepared teachers, States have set up the *certificate* or *license* as a pre-requisite for teaching in the public schools. In the studies thus far referred to, the relationship of State certification to the training of elementary teachers has been mentioned but not emphasized. By legal statute and by State regulation, each State has formulated

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[16]Op. cit., page 89.

[17]Ruediger, W. C., Agencies for the Improvement of Teachers in Service. Bulletin, U. S. Bureau of Education, No. 3, 1911. No. 449.

[18]Russell, Charles, The Improvement of the City Elementary School Teacher in Service. Teachers College, Columbia University Contributions to Education, No. 128. 1922.

such types of certificates, with requirements for each, as seemed most adapted to its local conditions.[19] In 1921, the State of Pennsylvania set about deliberately to train all teachers, including its elementary teachers-in-service, up to a prescribed standard by September 1, 1927, through the medium of State certification. Under the leadership of Dr. Thomas E. Finegan, then Superintendent of Public Instruction, this program was formulated and put into effect. The interest and co-operation of the teachers and teacher-training agencies were sought. Those concerned with the problem of teacher-training as related to State certification looked with interest toward Pennsylvania to see what would be accomplished in the stated time.

The period of time designated by the Qualification and Salary Act of 1921 (usually referred to as the Edmonds Act) for the preparation of teachers in conformity with the revised certificate regulations has elapsed.[20] During the past six years great efforts have been made to place a well trained teacher in every classroom of the State. There is a need now to find out just what has been accomplished. This study concerns the elementary teacher-in-service in Pennsylvania. How was the State teacher training program put into operation? (Chapter II.) To what extent are elementary teachers in the State of Pennsylvania, who have entered the teaching profession since September, 1921, better trained than those who entered prior to that date, and what are the teacher training agencies by means of which such training may have taken place? (Chapter III.) What types of courses were outstanding as instruments of training, and how may these courses be evaluated? (Chapter IV.) What are some of the results of the program which may be said to have accompanied its operation or grown out of its administration? (Chapter V.) What evidence is there to show that the elementary teachers of the State have improved in a qualitative manner and what evaluations of the accomplishments of the program taken as a whole from both professional and lay points of view might be indicated? (Chapter VI.) What lessons of value and helpfulness have been revealed during its progress, and at its conclusion which would be of interest and significance to the further improvement of the ele-

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[19]See Cook, Katherine M., op. cit. for the most recent compilation of these State certificate regulations.

[20]See discussion of Edmonds Act and Certification Regulations in Chapter I.

mentary teachers of Pennsylvania, and in the development of similar programs of teacher-training in other States? (Chapter VII.) What are some of the desirable principles underlying a program of certification which a State should adopt looking towards the further training of its elementary teachers-in-service?

This study was undertaken with the co-operation of the Department of Public Instruction of the State of Pennsylvania and of the School of Education of the University of Pennsylvania. Securing adequate and reliable material for this study would not have been possible without the co-operation of these agencies. The original sources include (1) State Laws, State Reports, Minutes of the State Council of Education and of the Board of Normal School Principals, Teachers Records, records in State Teacher Bureau files and similar data in the files of the State Department of Public Instruction at Harrisburg; (2) material gathered through personal visitation to State and local supervisory officers, State Teachers Colleges and State Normal Schools, Colleges and Universities, and other institutions having a part in the development of the State Teacher Training Program; (3) questionnaires sent out with the endorsement of the Department of Public Instruction of the State of Pennsylvania and the School of Education of the University of Pennsylvania to county and district superintendents, supervising principals, school board secretaries, presidents and principals of State Teachers Colleges and State Normal Schools of the United States and possessions, as well as to elementary teachers of the State of Pennsylvania.

The tabulation of most of this material was made under the direction of the Industrial Research Bureau of the University of Pennsylvania in co-operation with the Philadelphia Office of the Tabulating Service Company. Every effort has been made to insure the reliability of the data assembled and used and the tabulation of the results.

CHAPTER I

Background of the Study

1. Brief Survey of Teacher Training and Certification in Pennsylvania to 1921.

Education as an institution in the United States originally grew out of a local expression of the will of the people through the instrumentality of their religion.[1] Complete local autonomy was insisted upon with respect to such educational service as each locality desired and was willing to support. Out of this earlier conception grew the changing point of view that education was the function of the State and was to be administered as such. Gradually this function, reserved to the States and the people thereof by the Federal Constitution, began to be written into State constitutions for the purpose of insuring *equal educational opportunity for all the children of all the people.*

While accepting the principle of State control, a sensitivity to local control has been retained as an important element in our systems of schools. Minimum essentials and suggestive standards are set up by the State with the application of the principles of inducement and coercion to local districts in order to insure equal educational opportunity for all. Such a policy brings with it the acceptance of professional expertness on the part of the State in the guidance of State and local programs of education. However, the government of any democracy must take into account the will of the people of the State as a whole. Professor Beard quites Mr. G. Lowes Dickinson, the eminent British Publicist:

"Governments in every civilized country are now moving towards the ideal of an expert administration controlled by an alert and intelligent public opinion."[2]

Many similar opinions might be cited to express this point of view.

Accepting the point of view that it is the duty of a State to set up that form of legislation which shall guarantee to the children of the Common-

[1]Cubberley, Ellwood P., State School Administration, Houghton Mifflin, 1927, page 3f.

[2]Beard, Charles A., American Government and Politics, Macmillan, 1911, page 458.

wealth equal educational opportunity, it becomes the duty of the State to outline such minimum requirements and to demand such procedures in the locality which will serve to bring about this desired outcome in comformity, however, with the "alert and intelligent public opinion" of the people of the State as a whole.

Nowhere is this transition from complete local autonomy to State support and control more clearly exemplified than in the matter of the State certification of teachers. Equal educational opportunity is impossible under any system of local autonomy which permits the employment of highly trained teachers in one locality and untrained teachers in a neighboring district. To this end the State must insure the adequacy of the instruction in such minimum essentials as it prescribes.

No lengthy argument seems necessary to convince one that, in any State educational system constructed along these lines, *the teacher*, next to the child, must be the most vital factor.

" 'As is the teacher, so is the school' has become an educational maxim. Her personality, her vision, and her skill are, next to the child's own intelligence, the most powerful factors in the school organization conditioning educational progress. Any agency that makes for better vision, greater enthusiasm and a clearer understanding in the teaching corps is contributing abundantly to the realization of the needs for which the school exists."[3]

Horn expresses the thought in a somewhat different manner:

"Ultimately, the quality of any school system must depend not upon the wealth available, or on any of the advantages that have heretofore been enumerated in favor of consolidation and of the county unit of control, but on the character, training and outlook of the teaching body."[4]

It would be possible, with but little effort, to multiply quotations from leading authorities upon this subject. More recently perhaps than at any other time is the *teacher* as a factor of prime educational importance occupying public attention. If the principle of equal educational opportunity for all is to find fulfilment in a democracy, the teacher being the most important factor in a school system next to the child itself, how important it is for a State to demand for its children, for whose welfare it is primarily responsible, *a corps of highly qualified teachers.* Such teachers should be uniformly distributed and trained in accordance with such

[3]Anderson, Barr, Bush, Visiting the Teacher at Work, Appleton, 1925, page 1.
[4]Horn, John Louis, The American Elementary School, Century Co., 1923, page 43.

desirable standards as shall promote the ends for which the democracy exists. A greater equivalence in teacher quality is immeasurably more vital than equivalence in buildings, grounds, textbooks or supplies. To the end thus expressed no other point of view seems possible. To this end primarily has recent attention been given to the place of the trained teacher in the public schools of a democracy. In this discussion, then, the teacher will occupy the central position.

In Pennsylvania, the year 1834 may be said to mark the period of earliest recognition given by the State to the problem of securing a more competent teaching body. Before that time

"there was no State system of education, no qualifications for teachers, no scheme for their certification and no institutions for their training. The teachers were recruited in part from the academies and the colleges, but more largely from the private and community schools that dotted the State. Few teachers came into the schools with any training for teaching."[5]

To George Wolf, Governor of Pennsylvania, is due the credit for assuming the leadership in this direction, being urged to do so through the initiative of educational leaders. In his message to the Legislature of 1833 and 1834 he said in part:

"It is time, fellow citizens, that the character of our State should be redeemed from the state of supineness and indifference under which its most important interest, the education of its citizens, has so long been languishing, and that a system should be arranged that would ensure not only an adequate number of schools to be established throughout the State, but would extend its provisions so as to secure the education and instruction of a competent number of active, intelligent teachers, who shall not only be prepared, but well qualified, to take upon themselves the government of the schools and to communicate instruction to the scholars."[6]

This far-sounding call, as it were, in the wilderness may be said to mark the beginning of attempts to secure equal educational opportunity for all children by insisting upon the "education and instruction of a competent number of active, intelligent teachers." While the Free School Act of 1834, which passed as a result of Governor Wolf's recommendation, failed to contain the original provision for the education of

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[5]Taylor, William S., The Development of the Professional Education of Teachers in Pennsylvania. Lippincott, 1924, page 44.

[6]Quoted from Wickersham, James Pyle, A History of Education in Pennsylvania. Lancaster, 1886, page 309.

teachers at a total cost to the State of only $8,000, it did, however, provide for the appointment of two citizens in each district of the State to serve as inspecors.[7] This law gave the inspectors of any school district the power to adopt such rules and regulations for the

"examination of teachers and schools and prescribe such forms of certificates as they may deem necessary to produce uniformity in such examinations and certificates throughout the school division."[8]

Section 15 of the Act provided that no teacher's certificate should be granted unless the applicant was found qualified to teach reading, writing and arithmetic.

Wagner in his article considers this law as

"probably the first effort towards standardization in the field of certification on record in Pennsylvania."[9]

It will be impossible in the brief compass of this chapter to set forth all of the steps in the development of teacher certification in Pennsylvania and to explain the vicissitudes through which it passed, in the efforts of the State to secure a trained teaching body. Inasmuch as this study deals primarily with the *elementary teacher-in-service*, a further delimitation of our problem will be made at this point in order to present, for the most part, those facts relating to the development of the certification factor as related to this group of teachers.

The Law of 1854 creating the office of County Superintendent stipulated that in his office should reside the responsibility for the examination of all teachers. That there was some effort to standardize these examinations was noticed in the results of the convention of these newly elected County Superintendents held in Harrisburg in the same year. One outcome of this convention

"resulted in the adoption of the policy concerning the granting of teachers' certificates which has, in substance, ever since been adhered to. Changes of a minor character have taken place, but teacher certification, in number, in grade, in form,

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[7]Act of 1834, Section 12.

[8]Act of 1834, Section 14.

[9]Wagner, Jonas E., Historical Development of the Professional Aspect of the Certification of Teachers in Pennsylvania. Pennsylvania School Journal, Vol. LXXVI, No. 2, October, 1927, page 81.

in purpose, and in name are today very much the same as reported by the Committee and agreed upon by the first Convention of Superintendents in 1854."[10]

Two classes of certificates were designated. The first or permanent certificate entitled the holder to the privilege of being called a professional teacher. This certificate implied "ability and training for teaching." The second or temporary certificate implied that the holder was expected "to make further proficiency in some or all of the branches in which he had been examined, and in the art of teaching, before he could be admitted to the rank of 'professional and thoroughly qualified teacher.' "[11]

The provisions for the permanent form were revised the following year (1855),

"requiring the applicant for the permanent form to pass not only subject matter tests in orthography, reading, writing, geography, grammar, and arithmetic, but also in the Art of Teaching. These examinations were oral, no written examinations were given during this period."[12]

The need for improving teachers already in service appeared very urgent. In 1857, according to the State Report, there were 12,474 teachers in the public schools of the State of Pennsylvania. Special statistics collected by the State Department for that year showed that, out of the above number, 5,000 teachers had never read a book or a periodical on teaching. The State Superintendent recommended in his Annual Report (1858)[13] that the services of 2,213 of the above-named group of teachers "should be dispensed with," and an additional 5,387 should be employed only until "better can be procured."

Having these facts well in mind, one can appreciate much better the attitude of the second convention of County Superintendents which convened two years later. Two of the questions "most earnestly discussed" were those relating to teacher certification and improvement of teachers. Much of the discussion centered around ways and means to improve these elementary teachers-in-service.[14]

The early efforts of Governor Wolf to establish schools for the training of teachers were destined finally to bear fruit. The Normal School

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[10]Wickersham, op. cit., page 511. This book bears the date 1886. For a full account of this convention, see page 510f. Wagner (op. cit., page 82) states that the system of certification they adopted "embodies many of the fundamental principles found in Pennsylvania's scheme of certification today."

[11]Pennsylvania School Journal, Vol. III, 1855, page 47.

[12]Ibid, 1855, page 359.

[13]Annual Report of the State Superintendent of Public Instruction, 1858, page 12.

[14]Wickersham, op. cit., page 543.

Act, approved May 20, 1857, while it placed the foundation, control and support of Normal Schools in the hands of private individuals, marks an epoch in the history of teacher training in Pennsylvania. Their advent is quite important for our consideration because they gradually changed the character of and need for training of elementary teachers-in-service. In this way, to quote Wagner:

"The State now assumed an active part in regulating a system of licenses for the public school teachers. . . . A first step was definitely taken in the direction of State certification."[15]

The Pennsylvania School Journal since its first issue January, 1852, had become quite generally the organ of the State Department. Through this medium in 1860, State Superintendent Burrowes issued a letter asking county superintendents to adopt a minimum standard of qualifications at once and to issue no certificates below that standard. At the same time, each superintendent was asked to inform every person to whom a certificate was issued that in the next and succeeding years "reasonable improvement upon the minimum would be required, till proficiency in the various branches designated by the law should be attained."[16] Superintendent Burrowes reported in the following year that this move had a most wholesome effect not only in keeping the unqualified from taking the examinations but also in causing the actual rejection of 1,917 applicants that year. He added that "the course is still persisted in to the great improvement of the teachers and the benefits of the schools."[17]

The Act of 1867, in general, may be said to "embody a plan for certification which, in the field of elementary education, remained essentially without change until 1921."[18] Three grades of certificates were authorized: provisional, professional and permanent, each to be issued locally. This law intended that "no teacher could hereafter receive a certificate who did not possess a fair knowledge of orthography, reading, writing, geography, English grammar, mental and written arithmetic, history of the United States and the theory of teaching." "However," says Wickersham, "the old provisional was still granted, much to the

[15]Wagner, op. cit., page 82.
[16]Taylor, op. cit., page 219.
[17]Annual Report of the Superintendent of Public Instruction, 1858, page 12.
[18]Wagner, op. cit., page 83.

detriment of the system, to persons having the merest elementary knowledge of Reading, Writing and Arithmetic."[19] The permanent certificate was issued upon passing an examination for teachers as given by a Committee elected yearly by the teachers themselves in the County Institute. In this way, it was hoped that the teachers would take a more professional interest in their desire to improve themselves in service.

It was the purpose of this measure to urge upon teachers the beginning of an earnest study of the foundation principles of the profession. In commenting upon this lack of professional training in the elementary teachers of the State, Wagner states that a fair estimate at that time would have indicated that one-half of the teachers of the State had not read a book on Pedagogy.[20] Needless to add that the need for professional training was quite apparent.

For the moment, the Act proved a tremendous stimulus for the further training of elementary teachers. Everywhere superintendents and teachers began immediately to prepare for the professional part of the examination required under the new Act. "Thousands of volumes on Teaching were obtained and read the first year," says Wickersham, "and," he adds quite prophetically, "wherever, since that time, an *efficient* superintendent has labored, there has been a continual growth in professional knowledge among teachers."[21]

This little "revival of learning" apparently proved to be short-lived. From reports at later intervals, it would seem that little actual progress had been made. The State Superintendent in his Annual Report for 1870 said that "poor teachers are complained of in many counties."[22] John S. Richards, President of the Board of Control in the City of Reading, asserted in the following year, "The great difficulty is that teachers have never been taught, nor have they had an opportunity to learn the art of teaching."[23]

Other reports from the field in a similar manner indicated the lack of properly trained teachers and the need for further preparation if the teaching force of the State was to be properly strengthened.

The need for a better trained teaching body became more and more

[19]Wickersham, op. cit., page 560.

[20]Wagner, op. cit., page 83.

[21]Wickersham, op. cit., page 560. The italics are the writer's.

[22]Annual Report, 1870, page xiv.

[23]Pennsylvania School Journal, Vol. XIX. 1871, page 302.

apparent as the dawn of the twentieth century approached. The Pennsylvania State Teachers Association, at its meeting in Williamsport, 1900, adopted the following resolution:

> RESOLVED, That the time has come when the standard of requirements for entrance into the teaching profession should be raised, and we urge upon the superintendents of the State the exercise of that virtue and integrity in the licensing of teachers, which is the prime essential in the elevation of the profession.[24]

This agitation resulted in the Act of 1901 which required an additional examination in Algebra and Civil Government after June, 1902, as a condition for granting provisional and professional certificates. Thus said Superintendent Schaeffer after its passage: "Pennsylvania has, at last, planted her school system upon the doctrine that teachers must know more than they are required to teach."[25]

Efforts to advance the cause of teacher training in Pennsylvania were not abated during the first decade of the twentieth century. In 1903 was passed the first minimum salary law, thus recognizing the principle that the general level of the profession could not be improved until the teacher received a living wage. This law was modified in 1907 which based the minimum received upon the type of certificate held rather than upon the position. This modification overcame objections to the original measure in that good, bad, and indifferent teachers would no longer receive equivalent salaries.

Fruitful discussion brought about partly as a result of these objections and partly by a realization of the inadequacy of the whole system of education in the State, resulted in the appointment of a commission in 1907 to study the whole plan of education in the State and to embody all school legislation, enacted and recommended, into a School Code. This movement was bitterly opposed, and it was not until 1911 that friends of the School Code were able to secure its passage. It was a great day for education in Pennsylvania. The Pennsylvania School Journal in a long editorial felt that a great victory had been won, concluding with the remark, "Improved by the criticism to which it has been subjected, the New School Code stands easily among the best in the land. It is not perfect—for the end is not yet."[26]

The School Code of 1911 regrouped teachers' certificates under eight

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[24]Pennsylvania School Journal, Vol. XLIX, 1901, page 103.
[25]Annual Report, 1901, page 6.
[26]Vol. LX, page 2, July, 1911.

headings. For purposes of comparisons with certificates of earlier and later issues, these are set forth in detail with the specific requirements in each instance:

Provisional—Issued for one year to persons passing satisfactory examinations in spelling, reading, writing, physiology and hygiene, geography, English grammar, arithmetic, elementary algebra, history of United States and Pennsylvania, civil government including State and local government, school management and methods of teaching.

This certificate was valid only in the county or district in which it was issued. The Code provided that no person should teach longer than five school terms on a provisional certificate.

Professional—Issued to persons who had taught successfully for two full annual terms and who had passed a thorough examination in all of the subjects prescribed for the provisional certificate, as well as two additional subjects to be selected from the following: vocal music, drawing, English literature, plane geometry, general history, physical geography, elementary botany, elementary zoology or elementary physics and two books on pedagogy.

This certificate was valid for three years in the county or district of the issuing superintendent and could be renewed by passing an examination in two additional branches not on the certificate and two books in pedagogy. It could be renewed not more than three times.

Permanent State Certificate—Issued to persons who had held a professional certificate for two years or longer, who held certificates of character and successful teaching from their proper superintendents and boards of school directors and who had passed a satsifactory examination before the examining board appointed by the State Superintendent of Public Instruction. The permanent State certificate was valid for life in any county or district in Pennsylvania.

State Normal School Certificate—Issued to graduates of State Normal Schools, and entitled the holder to teach the subjects listed for two annual terms.

State Normal School Diploma—Issued to holders of normal school certificates who had taught for two full annual terms in the public schools of the Commonwealth and entitled the holder to teach any branch enumerated on his normal school certificate.

Provisional College Certificate—Issued to college graduates with 200 hours of professional study.

Permanent College Certificate—Issued to holders of college provisional certificates after three years of successful experience.

Special Certificates—Issued to teachers of special subjects.

The requirements for the two first-named certificates remained for the most part unchanged, but the examinations for the permanent State

certificate were taken out of local control and placed in the hands of an examining board appointed by the Superintendent of Public Instruction. Wagner considers this action "the third step in the direction of the State's assuming the power of licensing teachers."[27] The examinations for the county permanent certificate ceased to be given after July 1, 1911, although up to 1921 many of these certificates were still in service and had not yet been converted into the certificates of the newer types by the State Department.[28]

Efforts made to improve the elementary teachers-in-service up to this time were in reality unfruitful in actual results. Elementary teachers were continually being admitted to the profession with little training and slight efforts were made to improve them once they were admitted.[29] There is little question but that, while the desire to improve elementary teachers-in-service existed in the minds of the educational leaders of the State, the *means* whereby such improvement could be brought about either did not exist, had not occurred to those in authority, or were impossible of fulfilment. Russell makes the following observation as his opening thought in his book of recent date:

"The improvement of the teacher in service represents one of the oldest and at the same time one of the most recent developments in the field of education. It represents one of the oldest phases in that for the earliest teachers the large part of improvement came in service. It represents one of the most recent phases, in that the past few years have witnessed remarkable efforts on the part of teachers to improve while in service, and on the part of administrators and boards of control to supply the means through which these efforts might be realized. The increasing appreciation of the difficulty of supplying adequately trained teachers through pre-service training on the one hand, and the increasing appreciation of the importance of universal elementary education on the other, have combined to give to the problem of the improvement of the elementary school teacher while in service a fundamental significance."[30]

The problem, then, of providing the means for training elementary teachers-in-service received increasing attention. Although the number of elementary teachers holding normal certificates was gradually increas-

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[27]Wagner, op. cit., page 83.

[28]Department of Public Instruction Report for 1920-21 lists a total of 1,349, or less than six per cent of these certificates still in service.

[29]Evidence of this statement will be brought out in succeeding pages.

[30]Russell, Charles, Improvement of the City Elementary School Teacher in Service. Teachers College, Columbia University Contributions to Education, No. 128, 1922, page 1.

ing, the normal schools were not contributing trained teachers to the profession in sufficient numbers to meet the situation. Local county superintendents began to seek other means of providing teachers for their elementary schools as well as securing a higher degree of training with respect to those already in service. Local summer normal schools began to flourish in many counties with varying degrees of effectiveness. So great was the demand for elementary teachers in some localities that, in some instances, it was not difficult to secure a certificate from local superintendents to teach even with the barest elementary training. In these cases the local educational authorities found it necessary and expedient to give teaching positions to those very inadequately prepared to assume such responsibilities. Many instances have been brought to the attention of the writer in which pressure other than educational was brought to bear upon educational authorities to grant certificates to teach to individuals quite insufficiently prepared to enter upon the responsible duties of teaching little children.

With respect to those teachers in service graduating from normal schools, so low were the requirements of admittance to some of these teacher-training institutions that some of the teacher graduates had but little foundation upon which to build such training. As an instance of this, Dr. Thomas E. Finegan in an interview with the writer told of a protest made to him in 1919 by a superintendent of a large city school system in the State against granting a certificate to a young lady about to be graduated from a normal school in that section, who had, two years previously, failed to pass his own eighth grade examination. Incidentally, this young lady was about to secure a teaching position in his own city.

Dr. King, in his study of the rural school teacher of Pennsylvania, based upon data collected as of the school year 1917-18, has shown that, using the most conservative estimates, 25 per cent of the teachers of the rural schools had had no academic training beyond the subjects which they were then teaching. In addition, 76 per cent of these teachers report that they had had no normal training whatever. Dr. King concluded this part of his study with the observation that

"something must be done . . . to increase the supply of academically and professionally trained teachers to meet the great demand for teachers to fill the schools

under county superintendents' supervision and especially the one-teacher schools of the open country."[31]

The extent of many county and district superintendents' efforts to improve elementary teachers-in-service through the medium of certification seemed to have been to offer through local normal sessions, county institutes, reading circles, and similar agencies, facilities to aid in their preparation for the State certificate examinations. By these means there is no doubt that in many counties through the efforts of efficient superintendents teachers were stimulated to improve while teaching. It would not be difficult to discern such communities by a study of the status of elementary teachers' certificates when the Qualification and Salary Act went into effect. Such local efforts to raise the standards of the profession served as models for other communities.

It is believed that the administration of these State examinations was, on the whole, quite satisfactory and fair to the teacher. Occasionally, however, designing teachers, having failed in the examinations, brought pressure upon certain superintendents to grant them certificates without the proper credentials. Data are not at hand to show the specific qualification of county superintendents to conduct examinations leading to certificates for teachers, although the results of such a study might indicate interesting conclusions. This was a function of their office.

The State, on the other hand, apparently did not require high standards for entrance into the profession prior to 1921. Either through lack of initiative or through a desire to place greater responsibility in the office of the County Superintendent, it seems that little stimulus was provided through State channels in this direction.

The whole situation in 1919 is so ably summed up by Taylor that it seems fitting to quote from his book at some length. As far as the State was concerned:

"Once a teacher had entered upon the work, it was relatively easy to continue teaching by studying a few books and passing an examination. Large numbers of teachers procured permanent certificates without ever having had any training for teaching other than that received in the common schools. . . . Many of them had never studied beyond the sixth grade. To train these teachers professionally would have been an exceedingly difficult task under favorable conditions. The

[31]King, Leroy A., Status of Rural Teacher in Pennsylvania. Bureau of Education Bulletin, 1921, No. 34, page 31f, 37.

low salaries paid, the lack of professional courses available at small cost for teachers-in-service, and the inadequate program of supervision made this an impossibility.

"During this entire period there was no State Program for the education of the teachers. Practically all that was done by the State during these sixty-two years was, first, to establish minimum qualifications for certification, and second, to provide a weekly allowance for students in attendance at the State Normal Schools. The county superintendents gave a great majority of the examinations and administered the minimum qualifications in the light of their varied education, experience and needs. . . .

"The best evidence of the inadequacy of the Program is to be found in the fact that at the close of the period more than fifty per cent of the 38,489 teachers in the Commonwealth had never had any professional training for teaching."[32]

2. Inauguration of the Program.

In the meantime progressive educators, outstanding in the work of the public schools of the State, had been regarding conditions set forth above with much concern. Many of the leading superintendents of the State endeavored to improve the quality and training of their own teachers, and the results of their efforts may easily be revealed in an examination of the State Certification status for the years 1920-21. Dr. Nathan C. Schaeffer, State Superintendent of Public Instruction during the remarkably long period from 1893 to 1919, had long been an earnest champion of well-prepared teachers. Writing under the caption, "Dying Teachers," in his Annual Report for 1893, he said in part:

"Another very difficult problem is to keep the teachers alive in their calling. If the same subjects are taught year after year by a pedagogue isolated from the rest of the world, his teaching is destined to degenerate into mere routine work and he may die long before he is ready for burial. There is a dead line in all professions, and, when a teacher reaches that line, what shall be done with him? The creed says nothing about a resurrection from the dead in the world of pedagogy. Shall such a teacher be translated into the School Board? By no means; for his advent there shall be the death-knell to all further progress in the district. The only safe thing is to keep the teachers from dying before they are ready to quit the school-room."

The School Code of 1911 had not been won without effort. The Bill as presented by the Educational Commission appointed in 1907 to embody and recommend school legislation of the State, met a spirited oppo-

[32]Taylor, op. cit., page 252.

sition in the Legislature of 1909, only, after passage, to be vetoed by Governor Stuart. The friends of the Code redoubled their efforts and secured its passage two years later. The School Code of 1911 was a significant step forward. Later events showed, however, that still further measures were necessary to provide adequately for the improvement of elementary teachers-in-service.

The Great War retarded for a time efforts to remedy existing conditions, but, after its close, it seemed that the time was ripe and the situations favorable for a new step in education.

Mention should be made at this point of the wisdom and insight manifested in educational affairs by the late William C. Sproul, who became Governor of the Commonwealth in January, 1919. He knew the educational needs of the State and felt deeply the necessity for a greater recognition of the place of education among the institutions of the Commonwealth. Said he before the Educational Congress called by Dr. Finegan with the consent of the Governor in Harrisburg, November, 1919:

"No part of my official duty has caused me more anxiety than the obligation that is upon my administration to place the schools of Pennsylvania among the foremost in the country. It is more than a commonplace to say that the public schools are the bulwark of our democracy."[33]

Actuated by these ideals, one can easily understand why, upon the death of Superintendent Schaeffer in March, 1919, Governor Sproul with his advisors set about finding a man who could develop an educational program in harmony with these principles. His search led him into a neighboring State to a man who for a quarter of a century had been intimately associated in an official capacity with the solution of educational problems similar to those he was later called upon to face in his adopted State. The Governor's satisfaction with his choice may best be revealed, perhaps, in portions of the address indicated above.[34] Such support from the Governor behind the chief educational officer of the State made possible the undertaking of an exceptional teacher training program designed to secure outstanding results for the teachers of Pennsylvania.

[33]Proceedings of Educational Congress, November, 19-22, 1920, Harrisburg, page 48f.

[34]Ibid, pages 49-50.

Doctor Thomas E. Finegan began his administration as Superintendent of Public Instruction in Pennsylvania, September, 1919. Naturally his first duties were to reorganize his Department and to acquire familiarity with the educational problems and needs of the Commonwealth. The Educational Congress, above referred to, was called in November of the same year and was attended by leading men and women in education throughout the State. In their discussions of educational needs and policies, the assembled educators, even in the absence of the State Superintendent through illness, seemed to catch the inspiration of the occasion.

The general subject of the training of teachers had occupied a prominent place in this program, and to this problem Doctor Finegan gave early attention. He considered the need for trained teachers the most important problem of the State at that time.[35] With this assertion other authorities writing on the subject are found to be in agreement. Walsh states:

"Probably the outstanding weakness in Pennsylvania's schools at that time was the low standard set for beginning to teach. In a brief survey of conditions made from the attendance at one summer school in the summer of 1921, it was estimated that there were at least 64,000 pupils in the elementary schools of the State the preceding year whose teachers have never been inside of a high school, and most of them had had absolutely no professional training. Records in the office of the State Superintendent at that time indicated that the number of such children was at least 80,000. Dr. Finegan apparently sensed this condition as the most vital weakness in the public school system and in his legislative program he attacked it from three definite angles."[36]

Taylor says:

"When Superintendent Finegan took charge of the Program in 1919, he found that 25,023 teachers were persons teaching on certificates which required no professional training whatever. . . . It was estimated, however, that of the 38,489 teachers in the public schools, approximately 20,000 had not had any professional training for teaching. The first and greatest need of the State, therefore, was a professionally trained staff of teachers."[37]

The annual Convention of the Pennsylvania State Education Association was held in Harrisburg, December, 1920, immediately before the convening of the State Legislature. This Convention served not only

[35]From statement to writer in interview, May 14, 1928.
[36]Walsh, op. cit., page 224.
[37]Taylor, op. cit., page 255.

to clarify the educational needs of the State regarding teachers as well as other pressing problems, but also had the tendency to crystallize public opinion upon needed legislation of an outstanding nature. The subject of teacher training occupied much attention. Several speakers addressed the Convention upon such topics as, "Teacher Situation in Pennsylvania" (Klonower) ; "Recruiting, Training, Certificating and Maintaining Efficiency of Teachers" (Rowland) ; two addresses on "Function of Extension Courses in Promoting the Professional Growth of Teachers" (Kelley and Grayson), and other similar topics.

These addresses presented many pertinent facts as to the actual situation among teachers. The following quotations represent their character in this respect:

". . . Teachers are leaving the profession by the thousands. The vacancies in the teaching profession is the real menace. . . . A questionnaire sent out in 1920 was returned by 166 school officials representing every county in Pennsylvania and reported shortage of 663 teachers. Of these vacancies 53.3 per cent were in the elementary grades, which means that 336 classrooms were without teachers. At a ratio of 35 to a class, 11,760 boys and girls were without teachers."[38]

"Certification is the recognition of definite work. It should not be looked upon as an arbitrary inconvenience imposed by authority, but, on the contrary, as a protection of competent craftsmen from the prostitution of their craft. . . . Permanency of tenure should be dependent upon two factors: professional growth and evidence of competence in the teaching process. . . . Maintaining the efficiency of teachers involves a system of training in service."[39]

"The teachers of this State, taken as a whole, are shamefully undereducated, and, before they are entitled to an increase in salaries which they ask, they should as a body devote themselves strenuously to increasing their educational attainments."[40]

With public opinion aroused by a series of events such as have been described, one may well expect the stage of the Legislature to have been set in proper form for some definite legislative action. Governor Sproul

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[38]Klonower, Henry, The Teacher Situation in Pennsylvania, Pennsylvania School Journal, February, 1921, page 337f.

[39]Rowland, Albert Lindsay, Recruiting, Training, Certificating and Maintaining Efficiency of Teachers. Pennsylvania School Journal, February, 1921, 339f.

[40]Grayson, Theodore J., Function of Extension Courses in Promoting the Professional Growth of Teachers, Pennsylvania School Journal, February, 1921, page 343f.

in his message to the lawmaking body discussed this most outstanding problem at some length. Said he in part:

". . . that the condition which permits the employment of several thousand unqualified teachers in our public schools should be remedied as soon as possible. The surest and best way to reach this result is through the enactment of a law requiring proper qualifications for all teachers and encouraging them to fully prepare themselves by guaranteeing them salaries which shall be commensurate with the service they render. That the State Normal Schools be utilized to their fullest possibilities in the training of teachers, that adequate financial support be provided for these institutions to meet the instructional expenses and that the housekeeping of such institutions be placed on a self-supporting basis."[41]

Now thoroughly awakened to the urgency of the situation, numerous bills were prepared by members of the Legislature, and these, in turn, referred to their respective Committees on Education. Dr. Finegan, with the assistance of the Department and the educational leaders of the State, had been carefully considering the needs of the Commonwealth as to its teachers and had his program ready to present to the Legislature. Franklin Spencer Edmonds, a most indefatigable worker in the cause of education, deserves much credit for his sterling support of the teachers of the State. He it was who sponsored the administrative program, and the Act, bearing his name, is a silent attestation to his zeal and enthusiasm.

It was largely through the efforts of the leaders above referred to, and others equally solicitous for the cause of the public schools, that confusion did not result from the mass of educational legislation presented. It required a high type of leadership to fuse differences of opinion, as to how the end should be achieved, into a constructive piece of legislation. There can be no doubt that an additional emphasis was placed upon the problem under consideration by the discussions at the Atlantic City meeting of the Department of Superintendence, February, 1921, and particularly by means of statements of Dr. Bagley. The Pennsylvania School Journal quotes him as follows:

"Approximately one-fourth of all the children are receiving instruction from immature teachers, and about half from teachers who have not had adequate professional training. Over 100,000 of the teachers of the nation are under twenty

[41]Message of Governor Sproul to the Legislature, January, 1921, quoted in Pennsylvania School Journal, 1920-21, page 360.

years of age and 30,000 haven't any education beyond the elementary school and 20,000 have less than a high school education. Laws must be enacted to fix educational and professional standards for teachers and to fix adequate salaries, and national aid must be granted for teacher training."[42]

In another address at the same meeting, Dr. Bagley spoke as follows:

"The possibility of realizing the broad purposes of rural education depends first of all upon getting into the rural schools a group of devoted, mature and well-prepared teachers. . . . This is the type of teacher which personifies the educational opportunity to which the country child is commonly limited:—a girl, seventeen, eighteen or nineteen years of age, with two, three or four years of education in a small high school, in same cases with a little professional training, necessarily superficial but even that better than none at all; unfamiliar—sometimes unsympathetic—with country life; often going home every Friday night; with no professional interests and enthusiasm; and often quite without a serious purpose. Into the hands of some hundreds of thousands of such teachers is given the most serious of all our collective duties—the preparation of a clear majority of the voters of the oncoming generation for the responsible duties of American citizenship."[43]

Dr. Bagley then proceeds in the same address to set up the ideal rural teacher described in phrases as follows: "Mature," "well-grounded," "fired with a love of country life," "competent to the difficult task," "living in the community," "proud of his profession," "finely ambitious to grow in a work in which the possibilities of growth have no limit."

It was soon discovered that any final solution of the problem of increased preparation could not be solved without recognition of the principle that with a demand for increased preparation of teachers must accompany a suitable salary remuneration. Such salary advances must be so graded as to encourage as well as to enable teachers to qualify in accordance with any advanced standards. The Woodruff Salary Law of 1919, passed prior to Dr. Finegan's appointment, had served only as a temporary expedient, and a more lasting basis had to be found. In the Edmonds Act as finally passed and approved April 28, 1921, the principle of adequate preparation is accompanied by the principle of adequate remuneration. Apart from its mention, however, it is not

[42]Bagley, W. C., quotation from remarks made at Department of Superintendence meeting, Atlantic City, February, 1921, in Pennsylvania School Journal, April, 1921, page 441.

[43]Bagley, W. C., The Aims of Rural Education, Proceedings National Education Association, 1921, page 697f.

our purpose to discuss the latter principle, but place all emphasis in this study on the former.

The Act as finally passed embodied most of the features of the original program as planned and prepared by the administration. As to certification it retained in force certain of the certificates which had formerly been a part of the Code. To the reorganized State Council of Education was now given enlarged powers as to certification. To quote the Revised Code:

Article XII, Section 1210, No. 12. Only those persons holding one of the following certificates shall be qualified to teach in the public schools: College permanent certificate, college provisional certificate, normal school diploma, normal school certificate, special permanent certificate, special temporary certificate, permanent state certificate, certificates which are permanent licenses to teach by virtue of the provisions of section one thousand three hundred eight of this act as amended, or such other kinds of certificates as are issued under the rules and regulations of the State Board of Education or State Council of Education. The State Board of Education shall also provide for the issuance of certificates by county or district superintendents, to meet such emergencies or shortage of teachers as may occur.

No. 14. After the first day of September, one thousand nine hundred and twenty-seven, all persons receiving certificates to teach in the public schools of the Commonwealth, except emergency certificates as herein provided for, shall have the qualifications required herein of beneficiaries of the salary schedule.

No. 15. The State Board (Council) of Education shall provide for summer schools in normal schools, colleges, universities, and other educational institutions, and for extension courses and correspondence courses, for all teachers employed in the public school system of the Commonwealth who wish to acquire the minimum qualifications prescribed herein, or such further qualifications as may be desirable.

No. 17. All certificates in effect the first Monday of July, one thousand nine hundred twenty-one, shall remain valid for the period of time for which they were issued or renewed.

While other sections of the law referred to certification, several important changes indicated above should receive special attention. *Certification now definitely became a State function.* While certain types of certificates were mentioned, the State Council of Education was given the authority and became the central agency for the establishment of rules and regulations governing their issuance and control. A definite

period of time was determined, following which all teachers in the State must have the qualifications of *standard* grade. However, in order to provide for certificates of less than standard grade in case of emergency, the Code made definite provision. The teachers must be provided with the means of securing proper preparation and care was taken to place under the control of the State Council power to organize suitable educational facilities. No interference with the rights of teachers who had already been granted permanent certificates or certificates of a limited period of time was permitted. The validity of such existing certificates was recognized.

One of the first acts in giving effect to the new law was the reorganization within of the Teacher Bureau. Dr. Albert Lindsay Rowland, a man experienced in many phases of public school work, was chosen as its head. This reorganization is given further consideration in the succeeding chapter.

The State Council of Education, in whom was now vested the authority to prescribe rules and regulations, devoted long and careful consideration to matters pertaining to certification. The Minutes of the Council set forth in some detail the procedure which was adopted.[44]

A series of conferences was held, different groups being represented on each occasion. Such a policy reveals the most careful and thoughtful preparation and the democratic attitude assumed towards the whole problem. The realization of its complexities, the many pitfalls apparent and the necessity for wise and impartial procedure in order to determine a system satisfactory and suitable to the many types of teachers is evident throughout all deliberations.

The first conference, according to the plan adopted, was held June 21, 1921, with the following persons present: Superintendents Davidson of Pittsburgh and Broome of Philadelphia, Dr. Rowland and Dr. Lewis of the Department and Dr. Finegan.[45] The discussions centered around Section 2 of the Act providing regulations as to the highest class of teachers in the first class districts.

In the meantime the Department endeavored to secure the suggestions of many schoolmen and citizens of the State preparatory to a second con-

[44]Minutes of State Council of Education, December 19, 1921, and following. These Minutes are on file in the Department of Public Instruction.

[45]Minutes of State Council of Education, page 53. Succeeding references will be found on succeeding pages of the Minutes.

ference which was held November 4, 1921, with nine county superintendents and three members of the State Department in session. At this conference

"a suggested plan which was the result of thousands of letters from, and hundreds of personal contacts with teachers, principals and superintendents all over the State was presented . . . by the Teacher Bureau as a basis for discussion."[46]

It seems from later conferences that this plan became the basis of later discussions, if not the basis for the complete program as finally adopted.

In the third conference, which was held November 9 following, normal school principals met with Dr. Finegan and Dr. Rowland and Mr. Haas of the Department. The plan mentioned above in which had been incorporated the suggestions of the county superintendents was presented for discussion. The second and third conferences from the nature of the representatives present devoted most of the consideration given to the problem of the elementary teacher. The fourth conference, held five days later, attended by representatives of colleges and universities and members of the Department, followed the same procedure as indicated above. Similar procedure was adopted in the fifth conference at which were present nine district superintendents and the above-named members of the Department.

Because of some differences in conclusions reached by each of the above-named conference groups, a sixth conference was deemed necessary. It was called December 8, 1921, and consisted of representatives of each of the former groups. "The plan finally approved represents the wise, ripe and practical experience with the teacher problem, the careful deliberation and the best judgment of the members of these several conferences."[47]

Inasmuch as the *standard* qualifications required by law to entitle a teacher to the full benefits of the minimum salary schedule "*include not less than graduation from a State Normal School of this Commonwealth or equivalent training,*" the report, as finally adopted, considered all

[46]Op. cit., page 54.
[47]Op. cit., page 64.

persons holding one of the following forms of certificates as meeting these standard qualifications:

College Provisional Certificate
College Permanent Certificate
Normal School Certificate
Normal School Diploma
Special Temporary Certificate
Special Permanent Certificate
Permanent State Certificate
Standard Certificate

Certificates to be issued hereafter shall be of the following kinds:[48]

I. Emergency
II. Partial
    1. Elementary
    2. Secondary
III. Standard
    1. Temporary
    2. Permanent
IV. Normal
    1. Certificate
    2. Diploma
V. College
    1. Provisional
    2. Permanent
VI. Extension Standard[49]
    1. Temporary
    2. Permanent

It was stipulated that all persons holding normal, standard or college certificates shall be considered to have the *standard* qualifications. The emergency and partial certificates were added to the regulations to care for the teaching situation until opportunity was given to secure standard training. After September, 1927, no initial partial certificate shall be issued, although teachers holding such certificates could remain in the profession provided they met the requirements of the regulations. The

[48]Certification Regulations herein described are those included in this study. These regulations are now (December, 1928) being revised.

[49]Not included in the final report but added later to the list of approved certificates.

emergency certificate was intended, as its name implies, for emergency use only. It may be issued by county or district superintendents for a period of three months, subject to an extension by the Department for the balance of the school year. All other certificates under the new regulations are to be issued by the State. This step in the standardization and control of the qualifications of teachers in the Commonwealth is of the utmost importance for the consideration of the topic under discussion. It was an outstanding piece of legislation and the results which were secured were not possible without this centralization under the leadership of the State Department.

The two types of partial certificates (equivalent to the former professional certificates)[50] required for their issuance four years of high school education, or its equivalent, and eight semester hours of approved professional training. The first renewal was dependent upon a rating of "low" or better, plus six semester hours of further professional training.[51] This certificate may be converted into the standard or normal certificates when the holder has secured the qualifications for these certificates. In case of a shortage of teachers in any county or district as claimed by the superintendent of such district, the high school requirements may be temporarily waived in special cases, provided, of course, that these persons satisfy the requirements while holding the certificate. Such teachers were classified in the "deferred high school credit" class.[52]

The standard certificate was evolved in order to develop a type of certificate which should represent the *basic standard of academic and professional training*. Inasmuch as many elementary teachers had not and would not be likely to graduate from a state normal school, it was deemed necessary to determine the basic requirements in such cases. In addition, other institutions of learning throughout the State, as well as normal schools offering specific instruction to teachers lacking in certain types of credits, would be guided as to the type of courses to offer.

This certificate was based upon four years of high school training, or its equivalent, and two years (seventy semester hours) professional training, not more than twenty-five of which must consist of academic (non-professional) training. Observation, participation, and practice

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[50]See page 16.

[51]A discussion of the development and use of the State Teachers' Rating Card will be found in Chapter VI.

[52]For a discussion of this group, see Footnote, page 92.

teaching of not less than six semester hours or its equivalent must form a part of this requirement. Teachers entering the profession after September, 1922, are required to submit evidence of the satisfactory completion of the following courses:

Art	3	semester	hours
Music	3	"	"
Health	3	"	"
School Efficiency	3	"	"
Introduction to Teaching	3	"	"
Child Psychology	3	"	"

One of the following:

Teaching of Reading	3	semester	hours
Teaching of Social Studies	3	"	"
Teaching of Geography	3	"	"
Teaching of English	3	"	"
Teaching of Mathematics	3	"	"

The first renewal is dependent upon a rating of "low" or better. Subsequent renewals require a rating of "middle" or better. Four years of subsequent successful teaching experience, with a rating of "middle" or better, are required of holders of this certificate for the permanent standard certificate.

The standard certificate is issued for a period of two years and entitles the holder to teach the subjects prescribed for the curriculum of the elementary school, or such subjects as may be specifically written upon its face in either the elementary or secondary field of education as may be prescribed. With respect to elementary teachers-in-service, it became the practice, particularly in the case of those who held certificates professional or partial in nature, to select courses needed to complete the necessary credits required in each case from the group of courses outlined above. In the case of many of these teachers, it became necessary for the Department to set up specific interpretations of the regulations in order that fairness and justice be given every teacher. Some of these interpretations will be indicated at suitable intervals in later chapters.

The normal certificate and the normal diploma were issued, as formerly, to graduates of the Pennsylvania State Normal Schools and entitled the holders to teach for two years in the public schools of the Commonwealth. Upon completion of two years of successful teaching with a

rating of "middle" or better, the certificate could be translated into the diploma which entitled the holder to teach for life without further training.

In like manner the college provisional certificate granted to the college graduate, under certain conditions, the license to teach in the high schools of the State for a period of three years. It may be made permanent upon evidence of successful teaching and prescribed additional training. This certificate entitled the holder to teach in the elementary field "where the applicant is the holder of a certificate for teaching in this field or has completed an approved curriculum in a school of education in preparation for teaching in such field." This curriculum was interpreted to include at least six semester hours of prescribed electives in the field of elementary education and six semester hours of practice teaching with the pupils of elementary school age.

The extension certificates, added at a later date, were intended specifically for those teachers engaged in teaching English and Citizenship to immigrants and native illiterates. For a discussion of the requirements, the reader is referred to the Certificate Regulations.

In order to give the reader a clearer conception of the nature of the new certificate regulations, the following table as prepared by the Teacher Bureau of the Department of Public Instruction is inserted at this point. It sets forth in detail the essential features of the new certification regulations and the reader is referred to it for further explanation of them.

The Certification Regulations were formally approved by the State Council of Education December 19, 1921, less than eight months after the approval of the Act. From an examination of the Minutes of this Body and a knowledge of the events as they passed, it seems pertinent to remark at this point that much of the success that may have been achieved in the training of elementary teachers during the following years, has been due to the loyal co-operation and support, as well as the wisdom manifested in the organization of means for their training, of the State Council of Education of the State of Pennsylvania.

Commonwealth of Pennsylvania
Department of Public Instruction
Teacher Bureau
Harrisburg

Kind	Salary Min Guarantee	Field	Subjects	Issuing Authority	Term	Qualifications			Renewal	Grows Into
						Education	Prof. Train.	Exp.		
I. Emergency		Elementary or Secondary	Subjects prescribed for elem. curriculum or as specified for high school	Local Supt.	Not to exceed 3 mos.		None	None	Extended for balance of current term on approval of State Supt.	
II. Partial										
1. Elementary (Prof. Equiv.)	85.00	Elementary in county or dist. for which issued	Subjects prescribed for elementary curriculum	State-Initiated by local Supt.	1 yr.	4 yr. H. S. or.equiv. (modified upon State authority)	8 S. H.	None	Once on rating of low or better plus 6 S. H. of add. approved training and subsequently renewable on rating of middle or better plus 6 S. H. of additional approved training	III or IV
2. Secondary (Prof. Equiv.)	85.00	Secondary in county or dist. for which issued	As specified	State-Initiated by local Supt.	1 yr.	4 yr. H. S. or equiv. plus 2 yrs. college or add. exp. or trg. in the cert. field	6 S. H.	None		III or V
III. Standard										
1. Temporary	Full	Elementary or Secondary	Subjects prescribed for elementary curriculum or as specified for high school	State	2 yrs.	4 yr. H. S. or equiv.	2 yrs. 70 S. H. or equiv.	None	Once on rating of low and subsequently on rating of middle or better	III 2 on rating of middle or better and 4 yrs. successful teaching experience and such additional training as may be specified
2. Permanent	Full	"	"	State	Perm.	"	"			
IV. Normal										
1. Certificate	Full	Elem. or secondary subjects as specified	As specified	State	2 yrs.	4 yr. H. S. or equiv.	S. N. S. Grad.	None	Once on rating of low	IV 2 on rating of middle or better
2. Diploma	Full		As specified	State	Perm.	4 yr. H. S. or equiv.	S. N. S. Grad.	2 yrs.		
V. College										
1. Provisional	Full	Secondary (Elem. if student in school of education majored in elementary field)	As specified	State	3 yrs.	College Grad.	18 S. H. including six semester hours of practice teaching	None	Once on rating of low plus 6 S. H. graduate credit (½ professional training)	V 2 on rating of middle or better plus 6 S. H. graduate credit (½ professional training)
2. Permanent	Full		As specified	State	Perm.	College Grad.	24 S. H.	3 or more yrs.		

Note 1. Endorsement certificates of corresponding grade will be issued upon the presentation of foreign certificates which are based upon requirements similar to those of Pennsylvania.

Note 2. This table is taken from CERTIFICATION OF TEACHERS, The Teachers Bureau, Bulletin No. 1.

SUMMARY

In part I of this chapter, it has been shown that the desirable basis of any system of schools in a Commonwealth is such as will grant equal educational opportunity for all the children of all the people. The teacher has been shown to be, next to the child, the most vital factor in any State educational system. The necessity for a corps of well trained and properly qualified elementary teachers is quite apparent in a State if equal educational opportunity is to be secured. State certification is a means by which this may be accomplished.

The history of certification in the State of Pennsylvania is then reviewed briefly and the important periods in its development pointed out. The situation as regards the elementary teacher-in-service has been particularly stressed.

Efforts made to improve the training of these elementary teachers at various times have been pointed out. Most of these efforts availed little and the elementary teachers of the State continued to lack a sufficient academic and professional training. The School Code of 1911 paid some attention to this problem and regrouped teachers' certificates under eight headings. Although the new Code was a step forward in the educational development of the State, a lack of proper training on the part of the elementary teachers continued to become one of the State's greatest problems. These conditions were set forth in some detail up to the time when Doctor Thomas E. Finegan became State Superintendent of Public Instruction.

Part 2 describes the immediate events surrounding the passage of the Edmonds Act and the Certification Regulations as passed by the State Council of Education. The favorable attitude and earnest support of the Governor with respect to Dr. Finegan, newly appointed State Superintendent, and the whole educational program has been explained. The influence of the Educational Congress, Pennsylvania State Education Association and outstanding leaders in education contributed to the successful passage of the Edmonds Act April 28, 1921. This Act prescribed specific stipulations concerning training and certification of the teachers of the State, reorganized the State Board of Education, giving to it the right to revamp the certificate regulations, and set a time

after which every teacher was expected to possess the qualifications required by the Act.

Certification definitely became a State function. A series of conferences led to the adoption of the revised Certificate Regulations. These were examined in detail with specific qualifications for each.

This analysis as set forth in this chapter is essential in order to give the proper perspective for an understanding of the program in operation as discussed in Chapter II.

CHAPTER II

The Program In Operation

The Edmonds Act is "probably the most important piece of public school legislation ever passed by any legislative body in America in one session."[1] Any student of its provisions and their effects upon the teachers of the State must bear in mind that the sections relating to certification of teachers are but one part of the new State program. In this study, it may be difficult to isolate this factor when other outstanding sections accompany so closely. One of these provisions is that dealing with salary requirements in the different classes of districts, which is so intimately related to that bearing on teacher certification. Another section provided for increased appropriations for state normal schools which enabled these institutions to reorganize and prepare for the great work they were about to undertake.[2]

The program as set up was the occasion of much favorable comment throughout the State, even the Nation. The editor of the Journal of Education wrote, "More and more does the great achievement of Pennsylvania cause us to marvel."[3] Educational Review in an editorial declared the program to be:

"The recognition of the teacher as the greatest factor in an efficient school system, and the enactment of an advanced salary schedule, predicated upon the necessity of providing an adequate supply of trained teachers for the schools of the State."[4]

In another part of the same article, the editor wrote:

"Pennsylvania seems to be on the highway to new achievements. . . . He (Dr. Finegan) took the entire teaching body into his confidence in formulating his

[1]Walsh, op. cit., page 225.

[2]See discussion in Updegraff & King, The Report of the Citizens' Committee on the Finances of Pennsylvania to Hon. Gifford Pinchot, 1922, Part II, Chapter III, Normal Schools.

[3]Journal of Education, September 1, 1921, page 184.

[4]Educational Review, October, 1921, page 256.

plans and won their hearty approval. No measure was proposed upon which there was divided opinion."[5]

Resolutions expressing cordial approval of the State program were passed by the Pennsylvania State Education Association and by county institutes and conventions of teachers throughout the State."[6] There is no doubt but that any success destined to be achieved by such a comprehensive State-wide program would have been impossible without this spontaneous response from the teachers of the State.

It is natural to suppose that opposition would develop in some quarters. Many local school boards, particularly in fourth class school districts, thought that a policy of centralization which they detested was about to be developed at Harrisburg. Some believed that many local teachers would be forced out of the profession due to their failure to meet the certification regulations. It was deemed advisable on the part of State authorities to allay the fears of these elementary teachers by means of addresses before educational bodies as well as by means of personal visitation to summer sessions of colleges and normal schools.[7] Some opposition was encountered among county and district superintendents from whom was removed the power to certificate teachers, except in cases of emergency. Under the law prior to the passage of the Act, this function had been variously administered by these officials. As has been indicated in Chapter I, politics and favoritism sometimes entered into appointments.[8] Many local superintendents felt that certification gave them a necessary form of control over their teachers and that its removal would diminish the prestige and respect for their office.

On the other hand, many superintendents were happy in the removal of this duty from their office. It relieved them of that which had become ofttimes a source of petty annoyance, particularly when the action of the superintendent did not meet with the approval of the "injured" party. Many superintendents, however, tried to maintain high standards in regard to this function, as can be shown by the fewer numbers of non-

[5]Ibid, page 257.

[6]Many of these resolutions which were passed at frequent intervals will be found in the pages of Pennsylvania School Journal. For example see Vol. 70, pages 217f, 368.

[7]See pages 40 and 49 of this study. See also Editorial, Pennsylvania School Journal, Vol. 70, page 253f.

[8]In addition to facts indicated in Chapter I, many incidents could be cited as reported to the writer personally by some of these officials.

standard teachers in their districts when the Edmonds Act went into effect.[9] However, since these men were dependent upon the votes of school directors for their positions, one can easily understand the strong urge to certificate a teacher with low qualifications if "sufficient pressure" was brought to bear upon the superintendent. This was often the case if such a teacher could be secured at a lower salary cost to the district.

The elimination of the county and State examinations for teachers' certificates and the awarding of all certificates on the basis of accepted credentials submitted to the State Department by accredited institutions was another step of outstanding importance in the professionalization of the teaching body. It now became possible for the State Department, in co-operation with accredited teacher training agencies, to attempt a definite standardization of the means of teacher preparation throughout the State, insofar as it referred to acceptable units for certification purposes.

1. Educational Agencies

In line with good administrative practice and sound professional judgment, Dr. Finegan early sought the advice and co-operation of the school people of the State. Having barely become settled in his new position, he called the leading educators of the State together in the First Educational Congress held at Harrisburg, November, 1919, for the purpose of discussing frankly the education problems of the Commonwealth. This Congress has continued to meet annually at the call of the State Superintendent and has been an important factor in the development of the educational policies of the State. One of the most important departments of this annual Congress was that devoted to the training of teachers. Leading superintendents, normal school principals and others interested in this important subject have been addressed by outstanding teacher training experts. An important feature of every conference held by this department in the Educational Congress has been the general discussion of leading problems in relation to teacher training, and there is little doubt but that many of the conclusions reached in each Congress, as evidenced by the resolutions passed, bore fruit in the unfolding teacher training program.

[9]The State Teacher Bureau from time to time published the certification status of each district in the State showing the distribution of teachers in those districts as to types of certificates held. These reports are on file in the State Teacher Bureau at Harrisburg.

The annual meetings of the Pennsylvania State Education Association together with the Local Convention Districts, recently established, have been of great service in forwarding the State program in general and of teacher training in particular. Through the opportunities thus presented, the State Superintendent and members of the State Teacher Bureau were able to report progress as to certification in its relation to teacher training, and to inform the teachers of the State of amended policies or important administrative decisions. The official organ of this Association, the Pennsylvania School Journal, has through its columns become, as it were, the avenue of communication between the Department and the members of the Association. The pages of this Journal is a vast storehouse of valuable information dealing with the developing program.

Through county institutes and local meetings of teachers much was done to inform and inspire the teachers of the State as to continued preparation and the means of meeting the requirements of the Act.

An institution of much interest and influence in teacher training, not only to southeastern Pennsylvania, but throughout the State as well, is Schoolmen's Week, held annually in Philadelphia under the auspices of the University of Pennsylvania, and, more recently, of the Southeastern section of the Pennsylvania State Education Association in joint session. An examination of the pages of its proceedings[10] since 1920 reveals a considerable portion devoted to this general topic. Annually, members of the State Teacher Bureau addressed its sessions upon various phases of the State program, as well as upon problems growing out of its administration. They reported progress made in securing better trained teachers, continually seeking to interest the teachers of the profession and secure a greater measure of co-operation. Normal school principals, experts in extension service, and specialists in similar teacher training agencies stimulated educational thinking in the further development of teachers-in-service. These sessions are attended annually by thousands of teachers, most of them being elementary teachers in southeastern Pennsylvania. Its proceedings are printed and distributed throughout the State and are today a valuable source of information in teacher training and the development of the State program.

Conferences of superintendents and teachers of Pennsylvania meeting

[10]Schoolmen's Week Proceedings, University of Pennsylvania Bulletin, Philadelphia.

at Pennsylvania State College during the summers were addressed by members of the Department and served to stimulate them to fulfill the requirements of the Edmonds Act.

It would be impossible to relate in detail all of the agencies in the State which have had an influence of any consequence upon the unfolding State program during the past six years. Of particular interest and importance might be cited the "Educational Surveys," as conducted by the committees appointed by Governor Pinchot, and the Report submitted March, 1925. The part of the Report[11] dealing with Normal Schools and portions of the chapter on Rural Schools contains information of much importance regarding the general problem of teacher training in its relation to certification.

Thus, considerable publicity has at all times been given the teacher training program of the State. This publicity, usually favorable but at times adversely critical, served to acquaint teachers throughout the State of the progress of the Commonwealth in its endeavors to secure a trained teaching body. Members of the State Department and of the State Teacher Bureau in particular visited the summer sessions of the State Normal Schools and many Colleges and Universities of the State acquainting the teachers with the provisions of the law and giving advice and guidance in individual cases. In this manner, the Department performed a real service in time of need to the elementary teachers of the State.

2. The State Council of Education[12]

As has been set forth above,[13] the Edmonds Act gave the State Council of Education the authority to prescribe the regulations for the certifi-

[11]Educational Surveys, Pinchot Reports, Commonwealth of Pennsylvania, 1925. This report was distributed extensively throughout the State.

[12]The School Code of 1911 provided for the State Board of Education, a body composed of six members to be appointed by the Governor, by and with the consent of the Senate, for terms of six years. This State body was superceded in 1921 by the State Council of Education composed of nine members to be appointed by the Governor, by and with the consent of the Senate. These members were appointed for six-year terms, without compensation excepting necessary expenses incurred in the performance of their duties. The School Code of 1921 sets forth their specific powers and duties and adds, "being hereby charged with the performance of all the powers and duties now or hereafter vested by law in the State Board of Education, and with the enforcement and administration of all the laws of the Commonwealth heretofore enforced or administered by the State Board." (Article IX, Section 913.)

[13]See Chapter I, page 26.

cation of teachers for the public school system of the Commonwealth. The steps taken to formulate and adopt the new certification regulations have already been described.[14]

One of the earlier problems arising in the administration of these regulations concerned the certification status of the teacher-in-service. What should be the basis for the conversion of existing certificates into those of the new issue? What special consideration should be given these teachers in meeting subject and credit requirements? What proportion of credit, if any, should be allowed for experience? These and similar problems were considered by the State Council of Education and important decisions reached. These will be presented in a later section of this chapter.

Under the authority given to the State Council of Education to prescribe the regulations governing the issuance as well as the renewal of certificates came the right to demand a certain competence in the teacher as a prerequisite for this recognition. A system of teacher rating as developed by the State Teacher Bureau met with the approval of the Council and has continued in force since its establishment.[15]

In like manner, decisions of the State Council of Education affected extension and correspondence courses which have played such an important part in the advancement of the training of elementary teachers-in-service. Much time and attention was given to reorganization of curricula and other matters in State normal schools. The following quotation from the Minutes of the Council show the care with which the State Council of Education considered elementary teacher training facilities in the State:

"Considerable time was devoted to a serious discussion of the reorganization of the State Normal Schools. Consideration was given to the question as to whether or not there were too many schools, and whether or not better service might be rendered the State if a less number of schools were maintained and some of them re-located, so that each institution maintained might be larger and stronger, showing an increased number of students and at the same time reducing the cost per capita."[16]

Such subjects as certification records, fixing dates of expiration as to

[14]See Chapter I, page 27ff.

[15]See Chapter 6 for a discussion of the origin of the State's System of teacher rating.

[16]Minutes—State Council of Education—January 4, 1923.

limited teachers' certificates, practice teaching requirements, and similar matters pertaining to the licensing of teachers received the attention of the State Council of Education. This body received reports from the State Superintendent of Public Instruction and other officials of the State Department from time to time as to the progress of the teachers of the State in meeting the provisions of the Edmonds Act. The State Council of Education by its legal authority as well as through its wisdom and insight has, throughout the period being studied, kept in close contact with all matters pertaining to teacher certification. Many of their specific decisions will be presented under other headings in the chapters that follow.

3. Board of Normal School Principals

The responsibility for providing adequate facilities to train the great numbers of elementary teachers-in-service who lacked standard training, came to rest for the most part, upon the State normal schools. The State School Code provided for meetings of the Principals of the several State normal schools, "for the purpose of making a course or courses of study for said schools, and arranging other matters coming within their jurisdiction as a body."[17] Meeting as they did with the State Superintendent and officers of the State Teacher Bureau, plans were more easily formulated for the advancement of the program agreed upon.

An examination of the Minutes of the Board of Normal School Principals reveals the comprehensive nature of the problems confronting this body, and particularly those referring to the task of training the great number of elementary teachers-in-service who lacked standard certification. As early as December, 1920, they had agreed upon plans for offering extension and correspondence courses, for the addition of a director of extension courses in normal schools, and for fees to be charged in this connection. They discussed the location of service areas, agreed to conduct a spring term for those elementary teachers teaching a school term of seven months or less, and to plan for a nine weeks' summer school the following summer. In addition, they arranged courses of study for -in-service and prospective elementary teachers.

Classification of elementary teachers-in-service as they returned to the normal schools naturally raised the question of amended admission

[17]Pennsylvania School Code (1921), Section 2016.

requirements upon which there must be some agreement. Length of periods must be standardized and designation of course titles agreed upon. Evaluation of credits led to the discussion of the need for an evaluating agency. The adequacy of practice teaching facilities, as required by the regulations, was a pressing problem and was under discussion over a considerable period of time.

The equalization in value of the different types of courses, such as residence, extension and correspondence, was a problem upon which no agreement seemed possible. The pages of the Minutes reveal the earnest efforts of the Board of Normal School Principals to offer every possible facility and inducement to elementary teachers-in-service to reach standard certification by 1927. They reveal their efforts to meet the seemingly impossible problem of equalizing the different types of courses in such a way as to secure some approach to a standard value.

In this manner the Board of Normal School Principals in conjunction with the officials of the Department of Public Instruction facilitated the developing State program for advancing the certification of the elementary teachers-in-service.

4. Reorganization of the State Teacher Bureau

In order to care for the proper administration of that part of the Edmonds Act dealing with certification, a reorganization of the State Teacher Bureau within the State Department of Public Instruction was necessary. Dr. Albert Lindsay Rowland, an administrator with much experience in teacher training, was called to direct the reorganized Department. Dr. Rowland thus describes this reorganization:[18]

"It was the feeling of the then State Superintendent, Dr. Thomas E. Finegan, that the whole problem of the relationship of the State Department to the teachers of the public schools of the State should be handled by one organization within the Department. The name of this organization was first the Bureau of Teacher Training and Certification. Later, however, the name was reduced to the Teacher Bureau.

"The Bureau was organized in three divisions: Training, Certification and Placement.

"The Division of Teacher Training had to do with the thirteen, later fourteen,

[18]Upon invitation of the writer, Dr. Rowland sent this description of the organization of the Department under his direction.

Pennsylvania State Normal Schools, and also with the half hundred colleges, and with a group of special schools giving preparation for teaching .

"The Division of Certification had to do with the issue and renewal of licenses to teach in the public schools of the Commonwealth.

"The Division of Teacher Placement was designed to establish a clearing house through which school boards and officials needing teachers, and teachers needing positions could be brought together without cost to either party. At the time of the placement service there were similar services in a few other States, notably Massachusetts, the first State to inaugurate such a service. Beginning in a small way, and opposed by some of the private teacher agencies, this service has grown to large proportions and has fully justified its establishment.

"With the modification made in the School Law by the General Assembly of 1921, the certification of persons to teach in the public schools was centered in the Department of Public Instruction and the consequent volume of work turned over to the Teacher Bureau necessitated the establishment of an additional division known as the Files Division. After an exhaustive survey of the situation by experts of the Library Bureau, the files were established and are, today, one of the largest of this kind in the country, there being more than 70,000 open active folders in these files, together with a large quantity of less active material. To man these files a force of clerks, consisting of a head file clerk and five assistants was established. This force was doubled during the late summer when the work in this division became unusually heavy.

"The Certification Division soon had to be divided into an Elementary and a Secondary Division. At one time the Executive force of the Bureau consisted of a Director, an Assistant Director in charge of Certification, an Assistant Director in charge of Placement, and an Assistant Director in charge of Vocational Teacher Training. Later, this organization was changed: the three assistant directors were reduced to two, one in charge of elementary certification and one in charge of secondary certification.

"The officials of the Bureau made frequent visits to the State Normal Schools and to every College and other teacher training institutions in the State.

"Policies agreed upon by representative committees were administered by the Bureau, and a campaign of education was carried on to increase the intelligent co-operation of all teacher training institutions in carrying out of these policies. The consequent improvement in the personnel and qualifications of the teachers of the State stands at once the justification and product of this organization."

5. Principles and Policies Involved in Certificate Translation

Upon the State Department of Public Instruction through the reorganized Teacher Bureau rested the responsibility for setting up the machinery necessary to convert all existing certificates into those of the new issue. These existing certificates had been issued under the authority of previous Acts of the Legislature and State Regulations by the State Department as well as by County and District Superintendents on credentials *so widely varied and non-standardized* that it was difficult at first to find a comparable basis for translation.

The following table has been compiled from the Report of the Department of Public Instruction for the years 1920-21, in order to show the distribution of all kinds of certificates in force as of that year. But few of these certificates were mentioned in the new regulations and it became necessary to develop a definite policy for their conversion into the new issue as approved by the State Council of Education.

Table 2

KINDS OF CERTIFICATES HELD BY TEACHERS OF PENNSYLVANIA IN 1920-21 IN DISTRICTS INDICATED

Kinds of Certificates	Districts of the 2nd Class	3rd Class	4th Class	Total
Normal Certificates	339	254	1488	2381
Normal Diplomas	1601	2764	5567	9932
Permanent County	248	551	1349	2148
Permanent State	1143	956	1481	3580
Provisional College	233	498	829	1560
Permanent College	399	642	880	1921
Professional & Emergency B	338	810	4541	5689
Professional under Section 1308	63	144	339	546
Provisional & Emergency A	178	440	7118	7736
Temporary Special	256	265	203	724
Permanent Special	163	211	141	515
Endorsement Certificates (other States)	18	60	48	126
Totals	4979	7895	23984	36858

The Edmonds Act further provided, however, that the State Council of Education could invalidate no *permanent* certificate, except for cer-

tain grave reasons. This meant that elementary teachers holding certificates classified as permanent under the former regulations must receive certificates of equivalent value. No teacher who had fulfilled previous requirements for a certificate which entitled her to teach for life could be debarred in any manner from this privilege.

In addition, there were many elementary teachers in the process of making their certificates permanent by means of examinations and the fulfillment of experience requirements under former regulations. Their status must be definitely determined in order that no injustice be done to any one, and, at the same time, that no teacher receive that to which she was not entitled.

The State Council of Education, December 19, 1921, in order to establish the basis upon which the translation might be begun, passed the following resolutions:[19]

"1. Four semester hours of credit towards the standard certificate shall be given for each subject written upon a professional certificate additional to those subjects required for the issue or renewal of such certificate.

"2. The holding of a professional certificate shall be considered as meeting the requirements of the cultural group.[20]

"3. Each subject of the professional group[21] will be considered as the equivalent of four semester hours of work of professional training of collegiate (normal school) grade.

"4. To meet the requirements where the applicant has failed in Music, Art and Health, it will be necessary to complete satisfactorily, such courses in these subjects as may be approved by the Department of Public Instruction.

"5. The requirements of pedagogy may be met by satisfactorily completing an oral examination on such books as may be approved by the Department of Public Instruction.

"6. The requirements for the other subjects may be met by presenting credentials showing the satisfactory completion of four semester hours of general professional work of collegiate (normal school) grade."

At a meeting a few months later, the State Council of Education clarified the credit to be allowed for teaching experience in the following amendment:

"Until July 1, 1927, four semester hours of credit for the standard certificate shall be allowed for each year of approved experience and a rating of 'middle' or

[19]Minutes of State Council of Education, December 19, 1921.
[20]Academic subjects.
[21]Professional subjects.

better. If the rating is below 'middle,' three semester hours shall be allowed. However, no credit shall be given for experience beyond fifteen years."[22]

The permanent certificates then in force which could not be invalidated were of several types:

1. County permanent certificates, so denominated on their face.
2. County permanent certificates, known as Teachers' Permanent Certificates and so named on their face. These certificates specifically refer to the Act of 1867.[23]
3. State permanent certificates issued since May 18, 1911.
4. State permanent certificates issued as of 1920 and restricted to the first six grades of the elementary school. These certificates on the request of the holder were to be extended to include the seventh and eighth grades when such grades are a part of an elementary school organization.
5. The State professional certificates made permanent by section 1308 of the Act of 1911.

Three interpretations accompanied the translation of the above-named certificates: (a) State professional certificate, as indicated above, had been made permanent by the Act of 1911. These certificates were to be translated into permanent standard certificates on request and their scope was not to be reduced. (b) The county permanent certificates of both issues were to be translated into permanent standard certificates on the request of the holder without reduction in scope. (c) The State permanent certificate should not be translated into the permanent standard certificate as these certificates are good and permanently valid and are of standard grade.[24]

It became the policy of the State Teacher Bureau to translate the county permanent certificates into permanent standard certificates upon the request of holder without reduction in scope. Permanent State certificates, as we have seen, were not recommended for translation, as they were of permanent standard grade. Partially completed permanent certificates were to be evaluated according to the standard explained above.[25]

Upon the presentation of the above-named certificates for evaluation,

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[22]See Chapter 6 for full discussion of the State Rating System. Interpretations of the rating score card as agreed by the Department of Public Instruction July 13, 1922, are as follows: Lowest, 20-29; Low, 30-49; Middle, 50-69; High, 70-89; Highest, 90-100. See facsimile of score card in Appendix.

[23]See Chapter I, pages 12 and 16.

[24]Quoted from Certificate Interpretations as of 1921 and following on file in the Department of Public Instruction.

[25]These and subsequently quoted Certificate Interpretations of the Department are taken from the original Certification Interpretations as of 1921 and following on file in the Department of Public Instruction, Harrisburg.

many unexpected situations arose calling for special interpretations. Inasmuch as the disposition of these cases often involved important precedents, it was necessary that great care be used. Great credit, therefore, is due the Department in general and the State Teacher Bureau in particular for the careful manner in which this situation was administered. Thousands of individual cases had to be evaluated and advised as to the proper procedure. Teachers fearful of losing their teaching status had to be reassured that it was *not* the intention of the Law to deprive *any* teacher of her position, but rather, through the Law, to *raise* the professional standard of all elementary, as well as all secondary, teachers of the Commonwealth.

"A sympathetic attitude toward the teacher at all times"[26] was the policy of the Department and enthusiastically endorsed by members of the State Teacher Bureau. The schools must be kept running and no teacher should be compelled to secure professional training beyond her ability to do her job well. Dr. Finegan's own attitude on this subject may best be revealed in his address before the State School Directors' Association, Harrisburg, February 10-11, 1921:

> "What about the teachers-in-service who do not measure up? Shall we turn them out? No, we need them. We have thousands of young men and women of exceptional ability, who can easily qualify by attendance at summer sessions and by doing extension work. . . . Let us encourage our young people to avail themselves of the facilities afforded to qualify for public service as teachers. Let us make it worth while to make the needed preparation. . . . What is a fair qualification of a teacher? Is high school graduation plus two years of Normal School work too much? . . . Some day we shall have a qualified teacher in every classroom in Pennsylvania."[27]

While it might be interesting and of value to follow through all of the interpretations placed by the Department upon the different provisions of the Certification Regulations, it is impossible to present all of them. The purpose at this point is rather to point out a few of the outstanding questions in regard to which a ruling had been made. One of these had to do with the granting of credit for experience. The usual procedure of the Department had been to count experience on the basis of three units of high school work *or* four hours of professional credit for each year (or fractional part thereof) of teaching towards the seventy

[26]Quoted from interview with Dr. Rowland, April, 1928.
[27]Pennsylvania School Journal, March, 1921, page 365f.

semester hours required for the standard certificate. Upon this procedure, Walsh makes the following comment:

"But experience was counted toward the standard certificate at the rate of three units of high school work or four hours of professional credit for each year. Moreover, these were allowed to overlap. For instance, the teacher who had taught ten years but had never attended high school was allowed to use five years of teaching as the equivalent of high school graduation and then the entire ten years was counted toward her certificate, so she would have forty hours of the seventy on experience alone. Work at the county normals, reading of professional books, even travel, were frequently counted. Thus the standard certificate was made cheap, but Dr. Finegan's defense was that no teacher who had rendered faithful service should be driven out of the teaching work by any legislation that he proposed. By this wise step he checked what started to be a wave of opposition on the part of unprepared teachers already in service. The majority of these, when they found they had no reason to complain but were getting previously-undreamed-of advances in salary in return for reasonable additional effort on their part, came strongly to the defense of the program. Some, however, who were perfectly willing to accept the added salary, could see no reason why they should make any effort to secure better preparation. They apparently felt that the salary increase would not be taken away and that their job was to get the most and give the least possible."[28]

An observer visiting the summer sessions of several large teacher training institutions in the State during the summer of 1922, stated that many teachers were happy that they could qualify with so few credits and "sailed merrily through the summer." Others were in tears fearing that they could not teach because of the "stringent requirements" of the Department. There is no doubt that pressure brought to bear on the State Department in the earlier days accounts for later leniency shown. Many elementary teachers with little training and yet who had had many years of teaching experience easily secured permanent standard certificates with apparently little effort because of the large amount of credit allowed.

In addition to the regulations explained above, the Bulletin[29] of the State Teacher Bureau, on Certification of Teachers gives the following special conditions which shall pertain to teachers-in-service:

1. Two years of successful teaching upon a Professional Certificate or equivalent

[28]Walsh, op. cit., page 227f.

[29]Certification of Teachers, Bulletin No. 1, The Teacher Bureau, Harrisburg.

for all teachers now in service shall be presumed to be equivalent to a standard high school education.

2. Holders of Professional Certificates shall, upon the expiration thereof, receive a Partial Elementary or Partial Secondary Certificate as herein prescribed.

3. Permanent professional certificates restricted to the district for which they were issued, and teachers' permanent certificates issued in accordance with the provision of the law of 1867 shall be translated into permanent standard certificates.

4. Holders of Emergency Certificates A, Emergency Certificates B, and Professional Certificates, who are four-year high school graduates, shall receive the Partial Elementary or the Partial Secondary Certificate as herein prescribed.

5. Holders of Emergency Certificates A (except as noted in Section 1), Emergency Certificates B, and Provisional Certificates, who have less than a four-year high school education, shall receive Partial Elementary, or Partial Secondary Certificates, as herein prescribed, with the condition that they complete the high school work. To this end each year of approved experience shall not be allowed after July 1, 1922.

6. Certification of Applicants Re-entering the Teaching Profession—Teachers who have had a certificate equivalent to the partial elementary certificate and who have had teaching experience but have not been in regular service since March 1, 1922, should receive partial elementary certificates upon evidence of the satisfactory completion of six semester hours of approved professional training. Such teachers will receive credit toward standard certification for their teaching experience and for their professional training the same as teachers-in-service.

While it is true that the policy of the department towards the teacher-in-service has been extremely liberal, it must be borne in mind that, considering the facilities available and appreciating the conditions under which many of these elementary teachers were teaching, it would not have been expedient, much less possible, for the Department to have assumed any other policy. Rather was it the hope that the continual infiltration of a group of standard trained elementary teachers would bring about a gradual improvement in the whole profession, together with such improvement in service as might reasonably be expected of those elementary teachers already in the profession. In addition, the further training of those younger teachers-in-service would gradually raise the standard of the profession. Any other policy would have been disastrous from the first. As it was, many teachers and superintendents were on edge, sensitive and resentful. Such a liberal policy tended to reassure the teachers and made them feel that, after all, the policy of the Department would be tempered with much justice.

6. Certificates of Non-Standard Grade

The Department of Public Instruction began the issuance of the new certificates, April 1, 1922, in accordance with the principles and policies explained above. Attention was given first to those certificates of non-standard grade, in order that an evaluation of each teacher's status in relation to her certificate might be properly made in time for summer school attendance. There were many elementary teachers whose cases presented problems in conversion as has been explained above. Certain certification interpretations were often found necessary in order to evaluate properly their status.[30]

(1) The Partial Elementary Certificate

Up to December 31, 1923, a total of 10,115 partial elementary certificates had been issued by the Department. The State Report for 1922-23 shows a total of 10,487 partial or professional[31] certificates held by teachers of the State. Most of this group were former holders of Provisional, Professional, or Emergency A and B Certificates. A number of those included in this group had attended summer schools in 1921 and 1922 for additional credits. These certificates were valid for one year only. Additional training with a required rating was considered necessary for renewal.[32]

The State Reports do not indicate a sub-division of partial certificates reported separately as elementary and secondary. In order to arrive at a classification of the number of partial elementary certificates held by teachers in different districts, the State formula of using fifteen per cent secondary to eighty-five per cent elementary was used. The application of this formula to these figures would indicate that there were, during 1922-23, approximately 190 elementary teachers out of a total of 4246 elementary teachers and principals, or 4.5 per cent, in second class districts holding partial elementary certificates or provisional certificates not yet translated. By the same method in third class districts, one finds 659 out of 6045 elementary teachers, or 19 per cent, and in fourth class districts 8061 out of 21,169 elementary teachers, or 38 per cent, holding

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[30]See page 47.

[31]Some teachers holding these former certificates had not sent them to the Department for conversion.

[32]These requirements are fully set forth on page 33.

this type of certificate. These figures must be considered approximate only.

So far as the partial elementary certificate is concerned, these figures give some estimate of the problem confronting the State in raising every teacher to standard certification by September 1, 1927. *In addition to the problem of training elementary teachers-in-service who had entered teaching prior to September, 1921, there remained the additional problem of training that large number of high school graduates and other individuals with non-standard training, who were permitted to enter elementary teaching each year up to September, 1927, merely upon the completion of eight semester hours in a single summer session between high school graduation and entrance upon teaching duties the following September.*

The admittance of these young high school graduates into the profession was made necessary because of the reported shortage of elementary teachers. In December, 1920, Klonower, then an assistant in the State Teacher Bureau, investigated the teacher situation in every county in the State and found an actual reported shortage of 663 teachers, most of whom were in the elementary field. As several districts in each county were not included in this report, the number was in reality much higher.[33] Not only in Pennsylvania, but throughout the nation, the shortage of teachers was alarming.[34] Not a few Pennsylvania elementary teachers were being drawn to other states where the salaries and teaching conditions seemed more attractive.

A study of the teacher replacement situation in the State over a period of years by the State Teacher Bureau, made during the period included in this study, calculated this annual replacement of elementary teachers at 11.5 per cent of the elementary teachers-in-service during the preceding school year. For instance, for the year 1924-25, the replacement was estimated at 3,913 elementary teachers, additional teachers at 1,218, making a total of 5,131 needed recruits to the service.[35] For the following year, the replacement was estimated at 4,053, additional teachers

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[33]Klonower, Henry, Teacher Shortage, Pennsylvania School Journal, February, 1921, 337ff.

[34]See Pennsylvania School Journal, Volume 70, 1921-22, pages 95 and 329.

[35]State Teacher Bureau estimate for elementary field, exclusive of Philadelphia and Pittsburgh.

1,218, total 5,271. In a similar manner using this percentage formula, (11.5 per cent) the need was calculated for a number of years.

The total number of normal school graduates from 1921 to 1927 is distributed as follows: 1921, 1,746; 1922, 1,843; 1923, 2,582; 1924, 2,691; 1925, 3,034; 1926, 3,487; 1927, 4,049. It can easily be seen from the estimate in the preceding paragraph, using the figures for the two years alone, that the State normal schools were preparing an insufficient number of elementary teachers. For the school year 1924-25, for instance, with 2,691 normal school graduates at hand, providing every teacher would enter the profession, an additional 2,440 recruits would be needed to account for the 5,131 elementary teachers estimated as needed.

The records of the State Teacher Bureau show for the year 1924[36] a total of 3,963 *initial* issues of the partial elementary certificate. In addition, there were issued a total of 884 emergency certificates, most of them in the elementary field. These figures would indicate that at least this number of elementary teachers were needed in addition to the normal school graduates reported above. The 1,523 initial issues in excess of the 2,440 recruits estimated as needed in the preceding paragraph, and not including any of the 884 emergency issues, must represent needed additional replacements, preferred candidates over normal graduates, and shrinkage from normal graduates entering other states or other lines of endeavor. The following initial issues are recorded for 1925, 3,342; 1926, 2,693; 1927, 2,006. The greatest number of initial issues for any one month was in August, 1924, when a total of 1,588 partial elementary certificates was issued.

It is quite apparent from these statistics that the State normal schools were unable to provide the needed trained elementary teachers, and the infusion of a large number of high school graduates and other non-standard trained teachers seemed unavoidable. It is a debatable question, however, whether they needed to be drawn into the profession in such numbers. One explanation of the situation, quite generally admitted, is that such partial elementary certificated teachers may be em-

[36]Earliest year these records are available in this detail. Note also that these figures are for the calendar year, not the academic. The conclusions drawn then must be considered as approximate rather than accurate.

ployed, and often were, by a district at considerable economy, since normal school graduates were guaranteed a higher monthly salary.[37]

In an address during the sessions of Schoolmen's Week, April, 1923, Dr. J. A. H. Keith showed with much care and insight how impossible it was for the State normal schools to provide a sufficient number of trained teachers. He urged "that additional facilities will have to be provided at the existing State normal schools or that additional normal schools will have to be organized."[38]

Since local, county, and district superintendents were in closer touch with local situations and needs, the partial elementary certificates were issued upon their request and were made valid until the first day of August following the date of issue. In order to care for the problem of teacher shortage, the following additional clause was made a part of the regulations:

"Upon representations made by any county or district superintendent setting forth a shortage of teachers for said county or district, a Partial Elementary Certificate may be granted to certain specified persons who lack the four-year high school graduation qualification required for this certificate, with permission to satisfy this requirement while holding said certificate."[39]

In the case of certain teachers-in-service who, for various reasons, had not completed the high school graduation requirements and lacked sufficient experience to count for this purpose, special consideration was given to enable them to complete these requirements while holding this certificate and as soon as conveniently possible.

Table 5 shows that twenty-four per cent (more than a sufficient number to care for replacements) of all elementary teachers attending the summer sessions of State normal schools were classified as those preparing for the initial issue of the partial elementary certificate. This group of teachers did not include those preparing in colleges and universities in Pennsylvania or neighboring States. Reliable records of these teachers are not available. However, they were relatively fewer in number.

As indicated above, the first records of the distribution of issues of partial elementary certificates to become available are those for 1924,

[37]See Table 1.

[38]Keith, John A. H., How Are the Normal Schools Meeting the Need? Schoolmen's Week Proceedings, University of Pennsylvania, April, 1923, page 149ff.

[39]Certification of Teachers, Teacher Bureau Bulletin, 1922, page 6. For a brief discussion of the "deferred high school credit group," see footnote, page 92.

when out of a total of 11,732 partial elementary certificates issued, 3,963, or nearly 34 per cent, were initial issues. This means that approximately 4,000 high school graduates with but a single summer of nine weeks' professional training were required ostensibly in 1924 to provide a sufficient number of elementary teachers. In 1925, on the same basis the percentage decreased approximately one per cent; in 1926 to 28.5 per cent. In 1927, by September of which year every elementary teacher in the Commonwealth was expected to have had standard training before beginning teaching, from January 1 to December 31, there was required the initial issue of 2,006 partial elementary certificates to provide teachers for the elementary schools of the State.

These facts are set forth in some detail at this point in order to show *the extent to which the problem of teacher training was increased by the constant infiltration of below-standard teachers.*

By law this group of teachers was required to accumulate an additional six semester hours of approved professional training before they received a renewal of their certificate. There are no records earlier than 1924 to show the total number of these young people who entered the profession since September, 1921. The State Teacher Bureau records since January 1, 1924, gives the total number of initial issues of the partial elementary certificate as 12,004, approximately one-fourth of the total number of elementary teachers now teaching in the State of Pennsylvania. While a very small fraction of these may have attended the regular sessions of the State normal schools, these teachers have received no further training than that gained through summer sessions, extension or correspondence courses. A small percentage have attended part-time residence courses in colleges and universities.

In conclusion, the number of untrained teachers which the State set about to bring up to a required standard of preparation by 1927 was considerably augmented by that relatively large group of untrained high school graduates which ostensibly were needed to keep the public schools in operation. The question may be properly raised at this point: Was this constant infiltration of untrained elementary teachers necessary, particularly as 1927 approached, when there seems to have been an increasing supply of teachers? Was not their influx, to some extent, due (1) to a lack of proper facilities for distribution and placement of available trained teachers; (2) to a desire on the part of many young high school graduates to get in "on the ground floor" before the end of the time

limit; (3) to a refusal on the part of many trained teachers to accept positions in those localities which they deemed undesirable; (4) to the practice on the part of some school boards, particularly in fourth class districts, of electing young men or women of the community as teachers in the public schools of their district without an investigation of their certification or other qualifications until after the election had taken place, in which situation the local superintendent was often "graciously" led to concur; (5) to lower salaries which school boards were allowed to pay non-standard trained elementary teachers.

Whatever the cause, the problem became augmented each year. As rapidly as the State succeeded in training some portions of its elementary teaching body, it found thousands of young teachers waiting to be trained with but a single summer session of preparation beyond the high school level. These facts must be kept in mind throughout later discussions.

(2) The Emergency Certificate

In order to provide for emergency situations, the State certificate regulations provide for the issuance of the emergency certificate. "This certificate may be issued by a county or district superintendent for a period not to exceed three months. It cannot be renewed but may be extended for the balance of the current school year on the approval of the State Superintendent of Public Instruction."[40]

Following the passage of the Woodruff Legislation of 1919, the old terminology, namely "Provisional" and "Professional" certificate was discontinued by the Department for the new-named Emergency A and Emergency B certificates. The purpose of this change seemed to have been to serve the transition period until a new system of certificates could be issued. These certificates as reported in the State Reports from 1920-21 must not be confused with the new issues of the State Department under the Edmonds Act. The former certificates, excepting in a few instances, were converted into the partial certificates issued under the Edmonds Act.

Special reports received by the Department of Public Instruction from fifty-six counties, from county and district superintendents, for the school year 1922-23 show that there were 552 emergency certificates issued, of which 378 were extended, held mostly by elementary teachers. Of this number, the following counties reported more than twenty each:

[40]Certification of Teachers, Teacher Bureau Bulletin, page 5.

Butler, Cambria, Carbon, Clearfield, Erie, Fayette, Lancaster, Luzerne, Northumberland, and Somerset. The State Report for 1922-23 gives the following number of teachers holding emergency certificates as reported by district: 2nd class districts, 13; 3rd class districts, 39; 4th class districts, 429. Reports for succeeding years show but slight variation in the numbers of these certificates issued, although gradually decreasing toward 1927.

Since many of these certificates were issued in order to "tide over" what was claimed to be an emergency; either these teachers were eliminated from the profession or a higher form of certificate was secured upon its expiration. Since the number of elementary teachers holding this type of certificate was small, it is quite evident that the real problem lay with the training of that group of elementary teachers holding partial elementary certificates. The problem resting with the State had to do largely with the development of proper facilities to bring this latter group up to standard qualifications and to eliminate the necessity for the employment of emergency and partial certificated teachers.

7. Certificates of Standard Grade

Teachers who had been granted the standard certificate, excepting in case of those teachers teaching special subjects, few of whom were teaching in the elementary schools, were not required to present further evidence of training for a renewal of their certificates. The basic preparation for this type of certificate considered as essential in the training of elementary teachers, consisted of two years' post high school preparation.[41]

In accordance with the principles and policies explained above, the Department began to issue certificates, April 1, 1922. The State Report for 1922-23 shows the following teachers holding standard certificates, both temporary and permanent: Second class districts, 1,689; third class districts, 2,066; fourth class districts, 5,204.

Many of these teachers, while not required by the certification regulations to attend institutions for further training, did avail themselves of the opportunity for further training. No complete record of the number who did so is available, although some idea of the numbers who attended may be obtained from an examination of Table 5.

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[41]For an excellent discussion of this principle, see Steele, Robert M., "A Study of Teacher Training in Vermont," Chapter III.

From the same Report, the number of teachers holding the normal certificate or diploma for 1922-23 was as follows: in second class districts, 2,664; third class, 3,735; fourth class, 7,775. Most of these teachers taught in the elementary schools. This group was not required to take further training, but, as with those teachers holding standard certificates, many have attended normal schools, colleges and universities since 1921. Many teachers in these groups have been accumulating credits in order to qualify at State teachers' colleges and other institutions for the degree of Bachelor of Science in Education.

As to the college certificate, it is impossible from the earlier records to ascertain how many elementary teachers held this form of license. In 1923-24 there were 136 elementary teachers who held college certificates in second class districts. This number formed 3.1 per cent of all elementary teachers in those districts. In the third class districts, there were 195 elementary teachers or 2.9 per cent of the total. In fourth class districts the number was 295 or 1.3 per cent. Teachers entering the service since 1921 with college provisional certificates have been certificated to teach in the elementary field providing the six semester hours of prescribed electives are in the field of elementary education and the six semester hours of practice teaching are with pupils of elementary school age. The college certificate, originally valid for three years, is renewable once on a rating of "low" or better plus six additional semester hours of work of college grade, one-half of which must be professional. Table 5 in this chapter will give some idea of the number of teachers holding this certificate who attended summer normal schools.

Reports for the same year show that 458 elementary teachers holding special certificates were reported as teachers in the elementary school in second, third and fourth class districts. It is difficult to classify these teachers under the existing regulations. It is presumed, however, that these are teachers holding temporary or permanent certificates to teach such special subjects as Art, Music, Home Economics and similar subjects in the elementary field.

In conclusion, most of the teachers included in the groups holding standard certificates, or better, were not required by the regulations to pursue further training. Those who did so, which included a goodly percentage, took additional training because of professional interest or local requirement.

8. Foreign Certificate Endorsement

Prior to 1919 it had been the custom of the State Superintendent of Public Instruction to endorse a certificate from another State by simply writing his signature across the back of the certificate. There was seemingly little effort to evaluate these certificates in terms of Pennsylvania standards or to attempt to consider the advisability of noting the previous training of the teacher concerned.[42]

The revised Certificate Regulations of 1921 provided for endorsement of the foreign certificates of teachers entering Pennsylvania from other States in the following manner:

"The holder of a foreign certificate, the requirements for which are comparable to the requirements of a Pennsylvania Certificate, will be granted a Temporary Certificate to teach in the public schools of this Commonwealth. This certificate may be renewed or made permanent subject to the Certification Regulations herein set forth."[43]

No State record seems to have been kept of foreign certificate endorsements since 1920-21. The State Report for that year shows the following certificates so endorsed by districts: Second, 18; third, 60; fourth, 48. Since no classification is given, it is impossible to ascertain in what grades these teachers were teaching and whether they were required to pursue additional training. In the absence of this information, these teachers will be considered in the remainder of the study under the other classifications and, because of the small number concerned, will not be given further separate consideration.

9. Agencies Enabling Teachers-in-Service to Meet the New Requirements

It is natural to expect that those responsible for the demand that teachers-in-service secure a standard training by a specified time should also make provision, if such was not already at hand, for the means by which this training could be secured conveniently and adequately. By the provisions of the Act, the State Board of Education was required to

"provide for summer schools in normal schools, colleges, universities and other educational institutions and for extension and correspondence courses, for all teachers employed in the public school system of the Commonwealth who wish to

[42]Interview with Dr. Rowland, April, 1928.
[43]Certification of Teachers, Bulletin, page 14.

acquire the minimum qualifications prescribed herein or such further qualifications as may be desirable."[44]

The agencies used in enabling elementary teachers to meet the requirements had existed in some degree prior to 1921. Most of these needed to be extended and standardized. Dr. Rowland, Director of the Teacher Bureau, speaking before Schoolmen's Week at the University of Pennsylvania, April, 1922, stated, "For the improvement of teachers-in-service, there are generally three types of courses offered, summer courses, extension courses, and correspondenc courses."[45] It is evident that the agencies to be used for the training of the elementary teachers of the State who were below standard were to be of the types indicated. The problem remained then to provide these agencies in such an adequate manner that every teacher-in-service of whatever locality or degree of previous preparation might be properly provided with the opportunity to reach the standard preparation required in the time specified.

There were, however, other types of courses that have contributed to some extent in the training of elementary teachers-in-service. The spring term, as conducted in certain of the normal schools, provided a means of additional training for many elementary teachers, especially those teaching in districts having a short school year. Part-time residence courses in the normal schools, colleges, and universities came to be a factor of importance in the training of many teachers situated sufficiently near such institutions to make it feasible for them to attend. For the teachers interested in special subjects, schools specializing in these subjects provided courses approved by the Department.

The nature and extent of these agencies during the early years of the period under consideration and the part each was to play in training teachers-in-service to meet standard certification will now be discussed.

1) The Spring Term

Originally, the school year in State normal schools was divided into three terms, known respectively as the fall, winter and spring terms. The fall term was sixteen weeks in length; the winter, twelve, and the spring term, originally fourteen weeks, was later reduced to twelve. As the minimum length of the public school year was increased by gradua-

[44]Pennsylvania School Code (1921), Section 1210, Sub-Section 15.
[45]Rowland, Albert Lindsay, What Extension Courses are Needed, Schoolmen's Week Proceedings, 1922, page 154.

tions from six months to eight, it was found that it would not be possible for a large majority of the teachers in the public schools to take work in the spring term of the normal schools if the term continued to open the last week in March.

When the normal school year was reduced to thirty-six weeks and divided into two semesters, this plan naturally eliminated the three semester plan formerly in operation and made necessary a new arrangement if the service to be rendered in this direction should be continued. In common with a number of the other normal schools, the Shippensburg Normal School[46] met the temporary need by providing a spring term of nine weeks opening about the middle of April and continuing to the close of the second semester. This was followed by a summer session of equal length. It was possible in this way for teachers in the rural schools to secure each year eighteen weeks or one semester of training at a normal school. However, when the minimum school term became eight months in length, it was found impossible, or at least inadvisable, to continue the spring term. The provision for spring term courses for the training of teachers-in-service was, therefore, discontinued with the session of 1922.

The following table will show the service rendered by the State normal schools of the Commonwealth over a four-year period under the spring term plan:

TABLE 3

ENROLLMENTS IN SPRING TERMS OF STATE NORMAL SCHOOLS OVER A FOUR-YEAR PERIOD

	1919	1920	1921	1922	Total
Bloomsburg	.....	.....	.....	.....	.....
California	.....	.....	.....	171	171
Clarion	95	150	100	91	436
East Stroudsburg	.....	.....	.....	.....	.....
Edinboro	.....	.....	.....	.....	.....
Indiana	27	66	.....	.....	93
Kutztown	.....	.....	.....	.....	.....
Lock Haven	66	97	43	29	235
Mansfield	.....	.....	.....	.....	.....
Millersville	138	175	200	288	801

[46]Part of information here reproduced taken from letter from Dr. Ezra Lehman, Principal of the State Normal School at Shippensburg.

Shippensburg	172	244	272	378	1066
Slippery Rock	.....	.....	50	71	121
West Chester	.....	.....	.....	.....	.....
Totals	498	732	665	1028	2923

In 1919, spring terms were conducted in only five of the normal schools, namely, Clarion, Indiana, Lock Haven, Millersville, and Shippensburg. By the spring of 1922, California and Slippery Rock had been added to the list, but Indiana, apparently because of little demand for this type of training, discontinued courses. A total of 1,028 teachers, more than twice the enrollment of 1919, attended in the spring of 1922, over one-third of these being students of Shippensburg. Millersville's enrollment was slightly lower, being about twenty-seven per cent of the total.

Since the greater part of the enrollment was limited to two normal schools, service rendered in this direction was confined to a comparatively small area, bounded largely by the limits of the service areas of these two institutions. For the four years included in the table, a total of 2,923 teachers[47] received training of this type.

Since these types of courses were discontinued in 1922, they were able to contribute comparatively little to the training of elementary teachers-in-service under the Edmonds Act. Mention should be made, however, of the service rendered by certain of the colleges of the State in continuing the conduct of spring sessions for the training of elementary teachers. Notably among this group is that of Elizabethtown College, the only teacher training institution in the State which has continued this type of training to the present time. This course of training has now (1928) been reduced to six weeks in length, and in 1927, according to the College Bulletin,[48] was attended by 174 teachers. These were largely elementary teachers, most of whom came from Lancaster County and immediate surrounding communities.

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[47]This total includes duplicates as the same teachers may have attended successive terms.

[48]Elizabethtown College Bulletin, Volume XIII, No. 3, July, 1927.

2) Summer Sessions

(*a*) *The State Normal Schools*

As will be shown in Chapter III, the summer sessions of State normal schools and of the colleges and universities of the State have been the most important agencies for the training of elementary teachers-in-service. Since the State normal schools are the direct educational agents of the State, it is natural to expect that they have made substantial provision for excellent service in this direction. Even before the passage of the Act, many elementary teachers had availed themselves of the opportunity for securing additional training through attendance during summer vacations at the State normal schools. This will be shown in a later table.

The Edmonds Act wisely contained the provision that it was the duty of the State to provide the means by which the teachers might secure the minimum prescribed qualifications.[49] Inasmuch as State normal schools were directly under the control of the State, it was natural to expect that these institutions would be definitely organized to care for the situation. The summer session of 1921, according to the agreement of the Board of Normal School Principals, had been raised to a nine-week basis.[50] Curriculums to the number of eight were definitely planned for the further training of elementary teachers. Since these curriculums and courses were arranged before the passage of the Act, many of them were planned with the former types of certificates in mind and teachers were urged to take them in lieu of the examintaions ordinarily required.

Table 4, showing summer school enrollments in State normal schools from 1919 to 1928, gives an excellent idea of the tremendous increase in numbers of elementary teachers returning for additional training during the summer of 1921.

During the summer of 1919, with no special stimulus to urge their attendance, 1,676 elementary teachers attended the summer sessions. The next summer, with teachers still under no real necessity, the number was nearly doubled. In 1921, although the Act had already been passed, 4,931, or approximately three times the 1919 number of teach-

[49]Section 1210, No. 15.

[50]Minutes of Board of Normal School Principals, December 30, 1920. Curriculums and courses for this session of the summer sessions are here described in some detail.

ers, probably foresaw the pressure that was to come, or felt impelled to seek training out of purely professional motives.

During the summer and fall of the year 1921, the State Department, Normal School Principals, and other educators, began to make comprehensive plans for the proper provision of summer school facilities for the great numbers of elementary teachers-in-service below standard certification.

The first problem which naturally came to the attention of the principals, was that of admission to and classification in the State normal schools. It was necessary to determine definitely the status of these teachers.

The Board of Normal School Principals on November 12, 1921, approved the following as the basis for entrance into the State normal schools as well as advanced credit to be allowed for elementary teachers-in-service. These regulations were to apply to those persons who had taught in the Pennsylvania Public Schools prior to July 1, 1922:

"1. The fifteen units of high school work required for entrance to the State normal schools may be earned:

"In approved high schools;
"In summer schools;
"In extension classes;
"By correspondence study;
"By tutoring under approved conditions.

"Credits for entrance may also be secured by teaching experience in Pennsylvania Public Schools at the rate of three standard high school units for each year of successful teaching."

"2. Whenever a teacher has earned the credits necessary for entrance to a State normal school in any of the above ways or by a combination of them, four[51] semester hours of credit in a regular State Normal school curriculum may be granted for each year of teaching experience in Pennsylvania with a rating of 'middle or better,' subsequent to meeting the entrance conditions, up to a maximum of thirty-two semester hours, provided, however, that all credit thus given shall be conditional until the teacher shall have proved his ability to do the work of the State normal school curriculum in a creditable manner."

"3. In all cases in which normal school credit is given for teaching experience the work remaining to be done shall be selected by the authorities of the normal school to secure the best development of the student in teaching power."

[51]Originally five semester hours but reduced to four at the meeting of December 27, 1921.

"4. A minimum of one semester[52] resident study shall be required of all candidates for graduation who are credited for teaching experience as outlined above."

"5. Entrance and normal school credits based on teaching experience as outlined above will not be granted after September 1, 1927."

By means of these regulations, elementary teachers were privileged to secure the required residence credit of 18 weeks by substituting two nine weeks' summer sessions. Comparatively few teachers left their positions to return for study during the regular school year.[53]

Evaluation of credits for entrance into the normal schools was a function retained by the normal schools, although it was agreed that evaluation of advanced credits for normal school students should be done by the State Teacher Bureau at Harrisburg. However, the latter function was left in the hands of the Normal School Principal by the resolution of April 28, 1922.[54]

The plans for the summer session of 1922 included classification of all *teacher-students* into the following groups:

I. *High School graduates who expect to begin teaching in September, 1922.*

This group was required to present the usual evidence of fifteen units of high school work. Upon admittance they were required to complete a list of seven "preferred courses" within three years. Each course was a three-semester-hour course, reciting six days per week.

Following is the list:

1. Observation and Management	3	semester	hours
2. Music	3	"	"
3. Art	3	"	"
4. Health	3	"	"
5. Introduction to Teaching	3	"	"
6. Child Psychology	3	"	"
7. The Teaching of Reading or Geography or Social Studies, or Mathematics	3	"	"

[52]Originally passed to read as follows: "A minimum of one-half year of continuous resident study. . . ." Word "continuous" struck out at the meeting of December 27, 1921.

[53]Statement based on Table and on statements of Normal School Principals in interviews. Keystone State Normal School reports following numbers of elementary teachers-in-service who returned for one, two or three semesters full-time attendance: 1921, 3; 1922, 19; 1923, 19; 1924, 21; 1925, 25; 1926, 28; 1927, 26; making a total of 141 such elementary teachers during a seven-year period.

[54]See Minutes of Normal School Principals, April 28, 1922.

There were two restrictions on a free choice of subjects: First, Observation and Management *must* be taken in the first year. Second, Music, Art or Health *must* be taken each year until all three have been finished. At most, only twenty-one out of a possible thirty-six semester hours in three years' time were required. Teachers were permitted to elect the balance of fifteen semester hour credits from any course in the school.

In the discussion of courses as actually taken by elementary teachers-in-service in Chapter IV, reference will be made to these required courses.

II. *Teachers who have already taught in Pennsylvania, and who must qualify for a certificate in accordance with the regulations of the State Council of Education:* This group included those who, in the translation of their certificates, were required to take additional courses, in accordance with either (a) the requirements for the standard certificate, or, (b) the requirements of a particular curriculum for the normal certificate. Many of these teachers had already received a liberal allotment of credits on behalf of their previous experience and so were able to complete all requirements in a comparatively short period of time. Others, with less previous training and experience, were required to plan their work in such a way as to necessitate several summer sessions with additional training during the winter.

III. *Teachers who desire to complete certain subjects for the permanent State certificate or to add subjects to existing certificates.* Many teachers of the State had already advanced in varying stages toward this certificate but were required to make up certain academic or professional subjects according to evaluations of their certificates by the State Teacher Bureau. Teachers with permanent certificates were permitted to add subjects to their certificates in accordance with the following ruling of the Department: "Any holder of a permanent certificate who will complete not less than twelve semester hours in a field of learning (as English, social studies, etc.) may have such field of learning written upon the certificate and may be entitled to teach any subject in this field of learning written upon the certificate and may be entitled to teach any subject in this field in any public school of this Commonwealth."[55]

IV. *Teachers and other students who desire to begin, continue or*

[55]Quoted from Summer School Bulletin, Keystone State Normal School, 1922, page 11.

finish a normal school course. This group included regular normal students who desired to take the balance of their training in the summer sessions in order to qualify for a position one year earlier on a partial certificate, as well as elementary teachers with a partial normal course who desire to continue or complete their normal training.

V. *Elementary teachers with normal or permanent certificates who desire to increase their professional training, as well as to secure sufficient credits to qualify for a certificate to teach in high schools.*

Prospects for the summer session of 1922 was one of great interest and concern among educators in Pennsylvania. Would the teachers of the State respond? Would the normal schools be equal to the situation? Would real professional training or a mere accumulation of credits be the outcome? Table 4 will show in numbers the response on the part of the teachers. As compared with 1921 the increase in enrollment was over eighty-five per cent; compared with the 1920 enrollment it was nearly 220 per cent. Considering individual normal schools, the enrollment in Indiana, West Chester and East Stroudsburg in 1922 was three times that of 1921. Some more than doubled, while others increased in a substantial proportion. Dr. Finegan was able to report to the State Council September 26, 1922:[56]

"I am gratified to report that the summer sessions maintained in the State normal schools and in a large number of colleges and universities of the State were the most successful summer sessions which have ever been held in the country. The numbers in attendance are unprecedented.

"There are 45,485 teachers employed in the public schools of the State, and of this number 29,878 were in attendance upon the summer sessions the past summer. Summer sessions were maintained in our normal schools and some of our colleges of the State for nine weeks and the attendance was distributed as follows:

State Normal Schools of Pennsylvania	10,170
Colleges and Universities of Pennsylvania	13,663
Colleges and Universities outside of Pennsylvania	6,045
	29,878

"Those in charge of the summer sessions report that the teachers manifested a fine spirit, that they were willing to put in long hours and that they did earnest, faithful work. That the program to fill the schools of the State by September 1, 1927, with qualified teachers is moving along rapidly and that it is being earnestly

[56]Minutes of State Council of Education, September 26, 1922, page 190.

and seriously considered by the teachers of the State, is evidenced by the fact that two-thirds of the entire teaching force were in attendance upon summer sessions this year."

Dr. Finegan felt so highly pleased that he officially complimented the Normal School Principals in regular session, September 22, 1922.[57] At this session it was decided to continue the same schedule of arrangements for the summer session of the following year.

But the experience was not without its problems, many of which were quite serious in nature. Many unforeseen conditions had arisen. (1) How can the State's practice teaching requirement for so great a group of teachers be met with so few facilities? (2) So many teachers came without the necessary high school credits that the normal schools were obliged to become, to a greater or less extent, institutions of secondary education. Should such courses be offered to all who needed them, or should the normal schools insist on the required fifteen high school units for entrance? (3) Should elementary teachers-in-service who were candidates for the normal certificates be required to complete the full requirements of the curriculum ordinarily completed by resident students? (4) Since elementary teachers were coming to the summer session of normal schools from a wide area, should the service areas, as presently organized, be re-arranged? (5) What should be the status of holders of the emergency certificate upon admittance to the normal schools? (6) What should be the maximum amount of work which a student may carry to be properly credited toward a certificate? (7) What shall be the uniform length of a period? (8) There seemed to be a need for standardization of courses looking forward to the reorganization of all normal school curricula.

These problems were met and solved to a greater or less degree in due course. Some of the solutions arrived at were as follows: Secondary work was to be offered, where deemed necessary, but gradually discontinued as the need grew less.[58] Credit to the extent of twelve semester hours shall be allowed for a nine weeks' summer session. Work in a summer session of less duration than nine weeks shall be credited proportionally. No decision was reached on the question of service areas. Holders of emergency certificates should be classified according to their

[57]Minutes of Board of Normal School Principals, September 22, 1922.

[58]See Chapter IV for discussion of the secondary work offered in one institution.

high school status; if graduates, then as normal students; if less than graduates, then in the secondary department. A fifty-minute period was agreed upon. A Committee was appointed to make uniform admission requirements to State normal schools. The discussions as to a uniform course of study were soon destined to bear fruit.

The summer session 1923, as to numbers, marks the highest point since 1919. The figures according to Table 4 show an increase of two per cent over the 1922 enrollment. After 1922 there was a gradual decline until 1927. In some of the areas, however, where the number of elementary teachers with non-standard certificates was high, the high point in attendance was not reached until a later period. The enrollments of California, Clarion, and East Stroudsburg rose gradually until the summer of 1925. That at West Chester, on the other hand, receded sharply after 1924.

TABLE 4

SUMMER SCHOOL ENROLLMENTS IN STATE NORMAL SCHOOLS

Institution	1919	1920	1921	1922	1923	1924	1925	1926	1927
Bloomsburg	261	337	498	855	634	514	511	439	387
California	120	350	501	873	1145	1260	1471	1324	1103
Clarion	.....	190	350	565	572	710	718	558	519
East Stroudsburg	.....	120	347	451	528	505	552	512	417
Edinboro	160	251	333	673	589	585	575	534	557
Indiana	48	93	463	1420	1399	1279	1321	1297	1256
Kutztown	127	147	350	384	363	320	363	328	317
Lock Haven	85	165	265	567	598	559	525	430	423
Mansfield	150	162	242	431	426	507	467	481	477
Millersville	215	272	382	640	657	612	551	402	331
Shippensburg	162	256	455	566	766	762	740	534	440
Slippery Rock	187	315	452	869	801	739	741	722	664
West Chester	161	216	293	868*	889*	873*	350	303	315
Totals	1676	2874	4931	9163	9367	9225	8885	7864	7206

The figures for West Chester include attendance at the School of Music held at the normal school during the summers of 1922, 1923, and 1924. Many of the teachers attending were elementary teachers-in-service preparing to become music supervisors or desiring to improve their pro-

*Includes West Chester Summer Session School of Music.

ficiency in public school music. Some idea of the distribution of teacher-students on the basis of certification status attending the summer sessions of the State normal schools may be gleaned from Table 5, which has been prepared from cumulative reports of State normal school principals to the Department of Public Instruction.[59] No distribution of data is available for the summer of 1922. The totals for each group give a general idea of the distribution of summer school students. This distribution, while it has been made as accurate as possible, must be considered in the light of differences of interpretations in the classifications made both by the normal school official making the report as well as by the teachers themselves who in some instances might not have been quite sure of their own classification.

Covering a period of five summers, the table shows that the work of the normal schools of the State in their summer sessions has been concerned with the task of training teachers for some type of teaching certificate. One-fourth of the student body has been composed of young high school graduates who desired to complete the required eight semester hours of credit in order to qualify for a partial elementary certificate to teach the following September.

This certificate was valid for one year and renewable on the basis of a satisfactory rating plus six semester hours of further training. Consequently, it is not surprising to note that thirty-eight per cent of all teachers attending the summer sessions included teachers returning for their six semester hours of training for the renewal.

The partial elementary certificate was readily converted into the standard certificate when the holder had secured the required qualifications. However, many teachers so arranged their work that they might become eligible for the normal certificate when they had completed the required curricula for graduation. So it must be borne in mind as this table is interpreted that a teacher might have one certification classification *one* summer and an entirely different classification the *following* summer.

The table shows that a total of twenty per cent (classifications 5 and 6) of teachers were classified either as making up normal work or as taking required work for the normal certificate. Many of the former were not teachers-in-service but regular all-year students who were either making up work to graduate with their classes or desired to complete cer-

[59]These reports are on file in the State Teacher Bureau, Harrisburg.

Table 5

PERCENTAGE DISTRIBUTION OF TEACHER-STUDENTS-IN-SERVICE IN STATE NORMAL SCHOOL SUMMER SESSIONS AS TO CERTIFICATE RELATIONSHIP

Classification	1923	1924	1925	1926	1927	Totals	%
1. Students taking work for first partial certificate	1671	2342	2311	1741	1196	9261	24
2. Students taking work for renewal of partial elementary certificate	3273	2982	3056	2738	2458	14507	38
3. Students taking work for additional subjects to certificates	316	511	401	412	.....	1640	4
4. Students in special departments	220	161	245	123	189	938	2
5. Students making up regular normal school work	281	635	1726	1656	416	4717	13
6. Students taking required work for normal certificate	411	263	564	493	720	2451	7
7. Students taking required work for standard certificate	167	163	483	486	138	1437	4
8. Students taking work for college credit or B.S. in Education	54	.....	12	79	629	774	2
9. Students in secondary courses	142	.....	87	38	93	360	1
10. Other Classifications	101	362†	.....	98	1367§	1928	5
Totals	6636*	7419‡	8885	7864	7206	38010	100

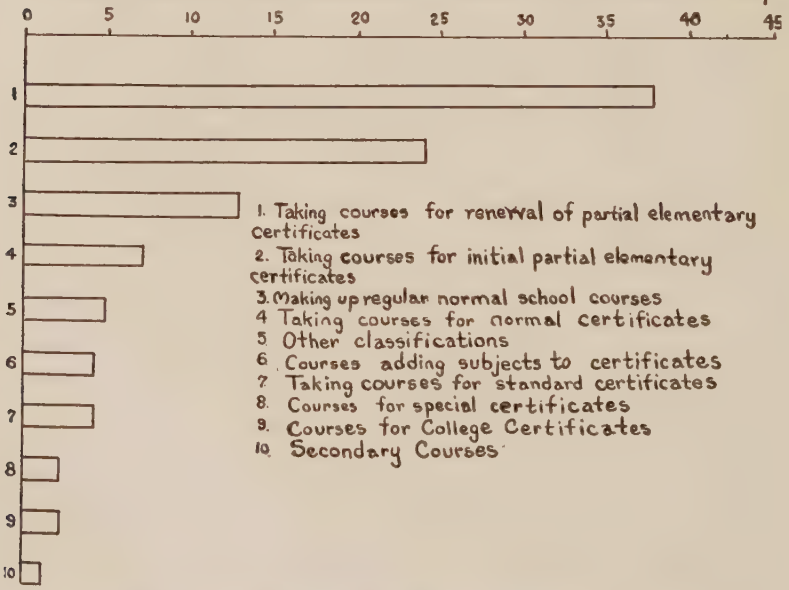
*Does not include:—Indiana, Bloomsburg or West Chester School of Music.
†Includes Students listed under 8 and 9.
‡Does not include:—Indiana (1250 teachers) or West Chester School of Music.
§Large number due to failure of some Principals to differentiate in all cases.

tain courses in order to get a certificate to teach in the fall. The latter were teachers-in-service making up work for the normal certificate, yet both groups were often in the same classes receiving the same instruction and taking the same examinations. No attempt seems to have been made to differentiate the work according to the needs and abilities of students.

The table shows that only four per cent were taking required work for the standard certificate, and yet many of these under classification 2 would eventually receive that certificate.

DIAGRAM 1

Percentage Distribution of Teachers in Service in State Normal School Summer Sessions as to Certificate Relationship



As to classification 9, only one per cent was included in the group classified as taking secondary courses. This group does not include a goodly number who took one or more secondary courses in connection with their required subjects for a certificate or its renewal and were included under other classifications.

Four per cent of the teachers of the State attended these summer ses-

sions in order to take work to add additional subjects to their certificates. The certificate regulations provided for this arrangement as follows:

Additional Branches—In order to add a subject to a certificate, credentials showing the satisfactory completion of twelve semester hours of approved training must be presented.[60]

The regulation further specified requirements in particular fields. Many of these teachers were preparing for departmental teaching in the upper grades and a few were looking forward to high school teaching.

With few exceptions the relative numbers of teachers in the various classifications remain fairly constant. A fluctuation occurs in classification 5 as to the number of teachers making up normal school work. The large numbers during the summers of 1925 and 1926 included many who preferred to secure positions to teach after a year in normal school, using the summer sessions to complete the required work for a certificate.

Particular mention must be made of the greatly increased numbers of teachers who, in the summer of 1927, began to take advantage of the opportunity to secure the degree of Bachelor of Science in Education. Without doubt this number will be augmented in summer sessions to come and will be at least a partial index to the real professional spirit of the elementary teachers of the State.

(b) Colleges and Universities

The tables in the following chapter show that, next to the State normal schools, the colleges and universities of the State and neighboring States made an important contribution to the training of elementary teachers-in-service.

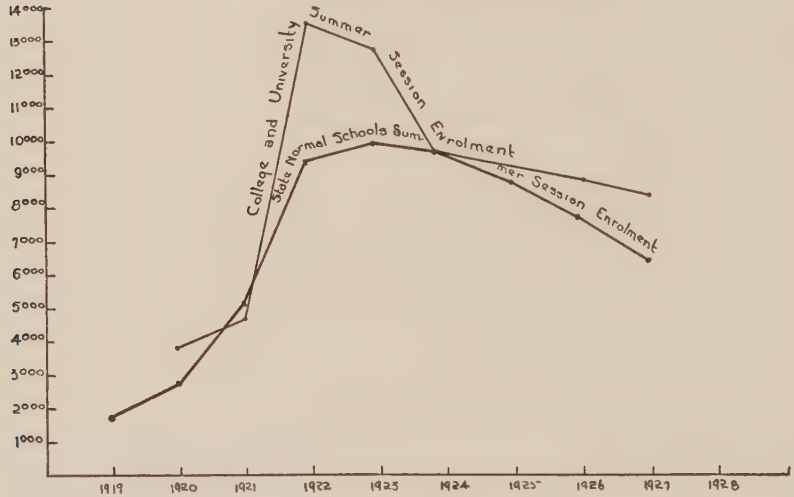
Statistics are not at hand to base as careful an analysis of the contribution made by these institutions to the training of elementary teachers-in-service as in the case of the State normal schools. The Edmonds Act (Section 1210) gave to the State Board of Education the power to "provide for summer schools in normal schools, colleges, universities and other educational institutions. . . ." The State Teacher Bureau was in consultation at intervals with officials of colleges and universities in order that courses might be organized for the proper preparation of elementary teachers-in-service in order to conform to the requirements of the Edmonds Act and of the resulting regulations pertaining to certification.

[60]Certification of Teachers, Bulletin, page 14.

Colleges and universities of the State responded to the educational need of the State in a liberal manner. Dr. Finegan's report to the State Council, September 26, 1922,[61] in which he referred to the large number of summer schools maintained by the colleges and universities of the State is indicative of the nature of their response. In the same report he stated that 13,663 teachers were in attendance in colleges and universities

DIAGRAM 2

Enrolments in Normal Schools, Colleges and Universities (Summer Session)



in this State and an additional 6,045 in colleges and universities in States other than Pennsylvania. It is impossible to separate out the number of elementary teachers in this total. The only figures available are deduced from Table 32 in Chapter III, stating that nineteen per cent of the elementary teachers of the State have attended summer sessions in colleges and universities, with a median attendance of approximately two summer sessions of six weeks each.

Table 6 is inserted at this point in order to indicate the attendance of all teachers of the State at the summer sessions of colleges and universities. This table includes teachers of all grades, both elementary and secondary. From data which will be presented in Chapter IV as based

[61] See page 67.

Table 6

ENROLLMENTS IN COLLEGE AND UNIVERSITY SUMMER SESSIONS

Rank	College	1920	1921	1922	1923	1924	1925	1926	1927	Total
33	Albright	.....	.....	.....	25	26	.....	23	37	111
24	Allegheny	60	.....	97	101	109	.....	15	.....	382
34	Bryn Mawr	.....	.....	100	.....	.....	.....	.....	.....	100
19	Bucknell	.....	.....	.....	125	221	.....	54	320	720
6	Carnegie Institute	.....	.....	781	550	111	.....	449	187	2128
25	Dickinson	.....	.....	382	.....	.....	.....	.....	.....	382
30	Drexel	.....	.....	75	.....	17	.....	83	29	204
15	Duquesne	20	.....	250	514	235	.....	67	147	1233
21	Elizabethtown	.....	24	93	89	79	.....	131	108	524
10	Geneva	156	270	308	281	312	.....	204	304	1835
23	Gettysburg	.....	.....	91	62	68	.....	112	58	411
8	Grove City	407	455	397	269	138	.....	192	130	1988
20	International Correspondence School	.....	.....	.....	700	.....	.....	.....	.....	700
9	Juniata	.....	140	350	366	485	.....	260	320	1921
22	Lebanon Valley	.....	.....	100	104	91	.....	158	8	461
28	Lehigh	.....	.....	70	124	14	.....	34	.....	242
7	Marywood	.....	.....	291	350	376	.....	516	533	2066
5	Muhlenberg	132	271	381	379	451	.....	364	335	2313
1	Penn State	.....	1895	2600	1900	639	.....	2050	2035	11109
36	Penn State Forest School	.....	.....	.....	.....	.....	.....	.....	7	7
32	Penn. School of Industrial Art	.....	.....	.....	96	86	.....	.....	.....	182
27	Penn. School of Design	.....	.....	.....	300	.....	.....	.....	.....	300
35	Peirce School	.....	.....	.....	17	24	.....	.....	.....	41
12	Seton Hall	.....	.....	190	332	176	.....	403	398	1499
29	St. Francis College	.....	.....	76	.....	.....	.....	30	103	209
13	Susquehanna	102	76	280	301	240	.....	206	279	1484
4	Temple University	370	.....	1200	925	332	.....	512	.....	3339
26	Thiel College	.....	.....	.....	90	143	.....	74	.....	307
2	University of Pennsylvania	1283	849	2050	2010	.....	.....	1200	1165	8557
3	University of Pittsburgh	824	131	1674	1600	.....	.....	873	1043	6145
31	Ursinus	45	9	94	26	16	.....	.....	.....	190
16	Villanova	150	.....	126	250	.....	.....	205	390	1121
11	Villa Marie	.....	.....	126	200	950	.....	156	169	1601
14	Washington and Jefferson	92	294	206	276	204	.....	184	141	1397
17	Waynesburg	73	.....	190	151	160	.....	117	162	853
18	Wilson	.....	.....	784	.....	.....	.....	.....	.....	784
	Totals	3714	4414	13362	12513	5703	.....	8722	8408	56836

The figures used in this table are based on reports submitted to the Department of Public Instruction at Harrisburg.

READ: Albright College reported a total of 25 students in the summer session of 1923, etc.

on the titles of courses reported by teachers, it will be seen that a larger proportion of teachers of second and third class districts attended college and university summer sessions than teachers of fourth class districts.

Data as presented in Table 6 is not complete in that reports were not received from some of the institutions in the earlier years. In addition, no reports are on file in the Department for the summer of 1925. Efforts made by the writer to complete the reports yielded results in only a few instances. The table then is of value only insofar as it reveals comparative figures of the attendance at these institutions during the summer sessions.

3. Extension Courses

The Edmonds Act stipulated that "The State Board of Education shall provide . . . for extension courses . . . for all teachers employed in the public school system of the Commonwealth who wish to acquire the minimum qualifications prescribed herein, or such further qualifications as may be desirable."[62]

Extension education has usually been defined as that type of training offered at times and at places other than that at which the regular work of the institution is carried on.[63] A broad definition of extension training would include, then, all courses offered off-campus and would include correspondence courses. This presentation will consider, however, only those courses offered by an accredited institution through a designated instructor at some point distant from the instituiton itself.

As early as December 20, 1920, the Board of Normal School Principals had planned for the development of extension and correspondence courses as will be seen by the approval of the following committee report:

"1. That the Pennsylvania State Normal Schools hold themselves ready, beginning September, 1921, to offer such professional courses of collegiate grade to teachers-in-service, as may be required by their several communities. Such courses should normally comprise 15 equal sessions of 2-60 minute hours with a 2-semester hour credit for the satisfactory completion of the course.

"2. That the enrollment of 15 students be required for the establishment of such a course.

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[62]Section 1210, No. 15.

[63]Rowland, Albert Lindsay, What Extension Courses Are Needed, Schoolmen's Week Proceedings, Philadelphia, 1922, page 154. See splendid discussion in Hall-Quest, Alfred Lawrence, The University Afield, Chapters 2 and 3; also Cubberley, Elwood P., State School Administration, Chapter 14.

"3. That a minimum registration fee of $5.00 be required of all students to meet the traveling expenses of the instructor and that where these expenses are in excess of the amount received from the registration fee, the additional amount required be prorated among the students taking the course.

"4. That each instructor conducting such a course be paid the sum of $75.00 per semester hour and that this compensation be met through the salary budget of the school.

"5. That each school be authorized to include in its faculty membership, a Director of Extension Work whose duty will be confined solely or largely to this field and who will attend to the organization of extension courses.

"6. That a Ford car be allowed to each normal school in connection with the development of extension service as well as the work of the rural field.

"7. That the geographical areas of the normal schools do not, in most instances, correspond to the logical sphere of the school's influence, and that the State Department be requested to designate the school which shall serve any particular extension center where the matter would lie in doubt."[64]

It would seem from an examination of the Minutes of the Board that few subsequent changes in these regulations affected the conduct of courses organized by the State teacher training institutions under this mandate. Further discussion of the problem of extension courses, as revealed by the Minutes, included matters pertaining to keeping the level of extension service sufficiently high, amount of credit to be allowed towards certification, and similar phases. Dr. Becht spoke before the Board in November, 1923, urging the principals to maintain high standards for extension courses. He was much alarmed over the tendency on the part of teacher training agencies of the State to

". . . allow the standard of work . . . to fall to a lamentably low level. . . . The extension work and the summer school work must be maintained at a level comparable to the work in residence of a reputable institution or agency. If it is not thus maintained, our scheme of certification must inevitably result in lowering standards. Teachers have sometimes allowed their desire to secure credits to exceed their capacity to receive and assimilate the work so that it could not be effective in their teaching. Some teachers took so much time for reading, preparation and extension work that they were not able to give the proper thought and energy to the classroom work for which they were employed."[65]

Recognizing the evils that were creeping into the extension system,

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[64]Minutes of the Board of Normal School Principals, December 20, 1920.

[65]Becht, J. George, Our Common Educational Objectives, Pennsylvania School Journal, January, 1924, page 265. This address was delivered before the Superintendents' Conference at Harrisburg, November 26, 1923.

the State Council of Education, at its meeting April 17, 1923, passed the following resolution:

"Inasmuch as some teachers-in-service are inclined to further their professional status towards standard certification by undertaking an amount of work in excess of their ability to complete satisfactorily, thereby reducing their classroom efficiency, it is recommended that 'For all students beginning extension and correspondence work on and after August 1, 1923, not more than six semester hours of credit towards the standard certificate will be allowed in any one semester during which the student pursuing such courses is a regularly employed teacher.' "[66]

In the development of extension courses by the Department of Public Instruction, the place of such service in relation to other teacher training agencies had to be clarified. Dr. Rowland, addressing the sessions of Schoolmen's Week at the University of Pennsylvania, April, 1922, on the subject of "What Extension Courses are Needed?" stated that, in his opinion, courses were needed for three reasons: (1) the summer schools are hardly adequate to house the enormous number of students who will need instruction; (2) the expense of the summer school, including the transportation, tuition and maintenance is beyond the means of some persons needing this instruction; (3) domestic arrangements of many teachers preclude any other type of study. Such extension courses if offered then should include: (1) professional and related courses in education, in English, in educational psychology and in the technique of teaching; (2) courses in the special fields of music, art, home economics, commerce, and health, including physical education, and (3) advanced courses in academic subjects and in supervision and administration to increase the scope of certification. Said he in part:

"The primary obligation of extension service is, of course, to the teachers in the lower levels in order that the minimum standard requirements shall have been met at the earliest possible moment. On the other hand, no comprehensive plan for the training of teachers-in-service can safely neglect provision for the growth of the qualified and competent members of the teaching force who are ambitious to advance in their chosen procession."[67]

Dr. Ambrose L. Suhrie, speaking on the same subject, stated that in his opinion the following types of extension courses were needed for

[66]Minutes of the State Council of Education, April 17, 1923. Dr. Becht in the address referred to above (page 266) remarked that "there is still a question if sufficient limitation has been made."

[67]Rowland, Albert Lindsay, op. cit., page 156.

the training of elementary teachers-in-service: (1) a wide range of courses directly related to the subject matter of the elementary school program; (2) advanced professional courses dealing with the technique of teaching the elementary school subjects; (3) advanced professional work aimed to broaden the teacher's professional horizon and a gaining of a clearer comprehension of the significance of education in modern life."[68]

Under the mandate given to the normal schools of the State to offer extension facilities in their service areas, these institutions set about to meet the needs of these elementary teachers-in-service. Thus the Bloomsburg State Normal School announced:

"The Bloomsburg State Normal School will offer in September, 1921, in extension courses, any subject included in the regular Normal School Courses. . . . The members of the faculty stand ready to serve the teachers if the teachers will only make their wants known."[69]

Other State normal schools made known similar offerings in their announcements and the spirit of service seemed to be the keynote in every institution.

Colleges and universities announced courses in convenient centers of the State which made available to elementary teachers-in-service a wide choice of courses for certification purposes. One great difficulty, however, which seemed impossible of solution, was how to reach the isolated elementary teacher miles from an extension center and who was probably more in need of such training than her more favored sister. With these teachers the correspondence courses served a needed purpose as will be explained in a later section.

In this way was inaugurated an extension service to teachers-in-service which was destined to be far-reaching in its scope. Normal schools and colleges generally employed a director of extension under State authorization with, in many cases, one or more assistants. These officials organized groups of teachers in their particular service areas, arranged for courses mutually satisfactory and secured instructors who were usually regular normal school specialists. In many instances classes were conducted by the director himself or his assistants.

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[68]Suhrie, Ambrose L., How Can the Universities, Colleges and Normal Schools Best Furnish Extension Courses? Schoolmen's Week Proceedings, Philadelphia, 1922, page 159.

[69]Bloomsburg State Normal School Announcement for 1921-22, page 27.

The choice of a teacher as to the extension course to be pursued, while optional for the most part, was determined to some degree by her status in relation to the needed certificate as well as the availability of the courses offered. In addition, county and district superintendents often advised with teachers as to courses to be pursued. This was particularly true after November, 1922, when the Board of Normal School Principals decided that these officials should designate the teachers-in-service who should take extension courses. This seemed necessary in view of the fact that many teachers desired to take correspondence courses instead. In this way pressure was brought to bear upon teachers-in-service by these officials and, to some extent at least, their training directed.

The location of extension centers in districts other than their own service areas not only by the normal schools but by certain of the colleges and universities of the State, and indeed of other States, was the cause of much discussion and even bitterness between certain of the institutions. This topic was much discussed in the meetings of the normal school principals, but no decision was ever reached. As to the colleges and universities, each became a law unto itself, their extension directors in many instances seeking to establish and organize courses even nearby the very doors of another institution.

Table 45 in the Appendix presents a summary of the extension courses offered by all normal schools of the State for the period 1921 to 1927, with the exception of the school year 1924-25, for which years meager records are on file in the State Department. It will be seen from this table that the years 1922-23 seem to have been the peak period of extension service rendered by these institutions. In that year, from these figures, it is observed that a total of 496 classes were organized throughout the State with a total class enrollment of 12,456 elementary teachers-in-service. This enrollment is approximately two and one-half times that of the preceding year. This enrollment drops to 8,682 the succeeding school year, gradually receding to 3,556 teachers-in-service for the school year 1926-27.

Table 7 is a compilation of the total enrollments in extension as reported by the State normal schools since 1920. While in some cases blanks indicate either no report or no extension courses offered, it is believed that this table represents a rather careful analysis of the extension offerings of the State normal schools. In some cases there have been duplications reported by the schools, and there is no way to ascer-

tain if such is the case. The data presented tends to verify data offered in the preceding paragraph. The total enrollment for the school year 1922-23 was 7,532, receding gradually, with the exception of the year 1925-26, to the present school year. Data is presented for the year 1927-28, first semester, showing the sudden drop in the number of courses offered. This is an excellent illustration of State provision for educational agencies in order to enable elementary teachers-in-service to meet the requirements of the Act pertaining to certification by thus offering the means of training.

Indiana State Normal School had by far the largest enrollment in extension work, followed closely by California. Bloomsburg had a large extension enrollment during the earlier years. West Chester's enrollment was small, due, without doubt, to the proximity of the University of Pennsylvania as well as other institutions which offered courses in the area. Lock Haven, Mansfield, Millersville, and Shippensburg have functioned little in extension service during recent years.

TABLE 7

TOTAL ENROLLMENT IN EXTENSION COURSES OFFERED BY STATE NORMAL SCHOOLS

Institution	1919 -20	1920 -21	1921 -22	1922 -23	1923 -24	1924 -25	1925 -26	1926 -27	1927 -28	Total
Bloomsburg	.....	.....	875	1770	1016	630	272	16	50	4629
California	.....	.....	299	1229	1275	963	1448	1046	99	6359
Clarion	.....	.....	141	72	.....	.....	185	54	.....	452
East Stroudsburg	.....	.....	402	357	170	.....	264	367	76	1636
Edinboro	.....	.....	638	690	513	240	67	16	.....	2164
Indiana	.....	.....	1075	1683	1335	857	2132	1786	623	9491
Kutztown	.....	352	.....	522	486	373	299	20	.....	2052
Lock Haven	.....	.....	62	97	78	.....	.....	.....	30	269
Mansfield	.....	42	.....	199	88	.....	.....	.....	.....	329
Millersville	.....	.....	103	204	72	40	41	.....	.....	460
Shippensburg	25	30	75	280	181	.....	.....	18	.....	609
Slippery Rock	.....	195	195	335	202	92	115	155	30	1319
West Chester	.....	.....	105	94	.....	.....	.....	.....	.....	199
Totals	25	619	3970	7532	5416	3195	4823	3478	908	29966

(These figures have been taken from reports submitted by the normal schools to the Department of Public Instruction. In some cases no report is indicated, although courses might have been offered by the institution.)

The colleges and universities of the State performed a similar extension service. Such courses as were offered by these institutions included, however, a much larger proportion of service rendered to the secondary teachers of the Commonwealth. No basis for determining the ratio of elementary and secondary teachers as to the distribution of these offerings is at hand, and any estimate would prove purely subjective. However, from Table 8 one notes that, for the school year 1922-23, the total number of teachers reached by the colleges and universities exceeded those reached by the normal schools by nearly fifteen per cent, and in 1923-24 by seventy-five per cent. The incomplete figures presented in this table show that the peak period of extension service for the colleges and universities was during the school year 1926-27, with total enrollment of 12,350 teachers-in-service. One must remember, however, that this large number of teachers included a large proportion who were taking courses in lieu of teachers' institute, other courses organized locally for the improvement of all teachers in a district, as well as courses organized specifically for high school teachers. However, the services of the colleges and universities of the State in the sphere of extension service seemed to be gradually extending during the period 1921-27, while that of the normal schools seemed to decline.

It is difficult to explain this situation. Statements of three Normal School Principals to the writer seemed to indicate a feeling that extension courses were not fulfilling the teacher training function as was hoped. In each case, these men were growing less enthusiastic concerning this type of course. The large increase in extension enrollments in colleges and universities is confined to comparatively few institutions.[70] As mentioned in the preceding paragraph, many of these courses were classified as institute-substitute courses and their use for certification purposes was but occasional. In addition, many elementary teachers-in-service preferred to secure needed credits for certificate renewals in summer sessions.

Outstanding among the institutions of the State in the development of extension service to elementary teachers-in-service were University of Pennsylvania, University of Pittsburgh, Pennsylvania State College,

[70]Pennsylvania State College had nearly fifty per cent of the total reported enrollment for 1926-27.

TABLE 8

ENROLLMENT IN EXTENSION COURSES OFFERED BY COLLEGES AND UNIVERSITIES IN PENNSYLVANIA

Institution	1922 -23	1923 -24	1925 -26	1926 -27	1927 -28	Total
Allegheny	....	....	69	....	....	69
Albright	38	71	....	....	....	109
Beaver	....	20	....	....	....	20
Bucknell	....	155	369	503	305	1332
Carnegie	....	207	13	....	....	220
Dickinson	18	108	....	....	....	126
Drexel	4	26	....	....	....	30
Dropsie	35	23	....	....	....	58
Duquesne	364	348	1126	344	279	2461
Elizabethtown	136	64	129	97	88	514
Geneva	....	263	67	81	160	571
Gettysburg	63	12	....	....	....	75
Lafayette	....	138	....	....	....	138
LaSalle	....	55	....	....	....	55
Lebanon Valley	125	144	185	276	275	1005
Lehigh	118	96	....	....	....	214
Marywood	458	328	140	80	75	1081
Muhlenberg	1774	1094	658	1083	979	5588
Penn State	1580	1930	4166	5868	5128	18672
Rosemont	....	....	....	38	57	95
St. Vincent	....	....	83	....	....	83
Schuylkill	....	44	....	....	....	44
Susquehanna	85	176	278	493	445	1477
Temple University	466	477	545	659	613	2760
University of Pennsylvania	1530	1207	707	728	1040	5212
University of Pittsburgh	1710	1923	1581	1562	2167	8943
Villa Marie	....	188	807	465	246	1706
Villa Nova	....	179	....	....	....	179
Washington and Jefferson	....	245	....	....	....	245
Waynesburg	32	....	72	73	28	205
Total	8536	9521	10995	12350	11885	53287

(These figures have been compiled from reports received from the institutions by the State Department of Public Instruction. No reports are on file for the school year 1924-25. Blanks in other instances indicate that reports were not received for the years indicated, although courses may have been given by the institutions named.)

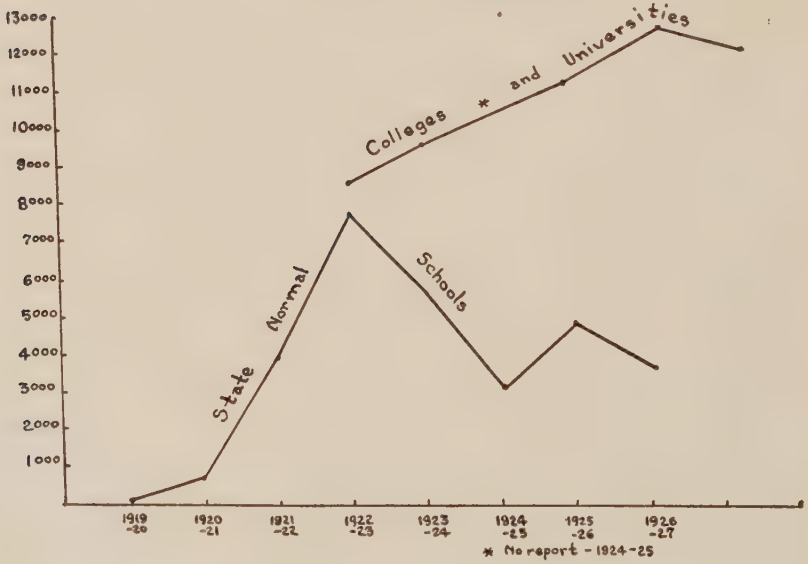
Read table as follows: A total of 69 teachers were reported by Allegheny College in extension courses for the school year 1925-26, etc.

Temple University, Muhlenberg, Duquesne, with other colleges to a less degree.

It is quite apparent that the State Department of Public Instruction came to rely to a considerable extent upon EXTENSION courses as an important means for the training of the elementary teacher-in-service.

DIAGRAM 3

Enrollment in Normal School, College and University Extension Classes



Although the atmosphere of the institution giving the course was lacking and library and other facilities often insufficient, in most instances efforts were made to make the courses as practicable and helpful to the teachers as possible. The charge that standards in many instances were much lower was in some measure true.[71] The insistence upon the employment

[71]See statement of Dr. Becht, Pennsylvania School Journal, January, 1924, page 266.

of regular instructors of the institution giving the course assisted generally in keeping the course up to the required level.[72]

It must be borne in mind that a fair proportion of these extension courses were attended by teachers-in-service with permanent certificates, who were not required by the provisions of the Act to complete additional training. Many of these teachers attended courses in their localities either because of a desire for professional advancement or because of local pressure of superintendents or principals. In this way through the agencies thus set up, the means of training were brought to a large number of elementary teachers, many of whom might not otherwise have availed themselves of the opportunity for further professional training. Thus many of these teachers were convinced of their need for additional training and were often inspired to secure sufficient credits for a higher certificate or even the degree of Bachelor of Science in Education, now being offered for the first time in the newly reorganized State Teachers Colleges.[73]

4) Part Time Residence Courses in Normal Schools, Colleges and Universities

The service rendered by colleges, universities, and a few of the normal schools in providing courses specifically adapted to the needs of elementary teachers-in-service during late afternoons and on Saturdays in resi-

[72]Regulation approved by the Board of Normal School Principals, June 27, 1924. By this measure, the institution maintained a greater degree of control over the content of courses offered in extension. While this regulation applied only to State normal schools, colleges and universities, in part, followed its provisions. A natural outcome of thus insisting upon the extension load being borne by the regular normal school or college instructor tended, in many instances, to overwork those instructors who were popular lecturers, or otherwise in demand as extension instructors. Many verbal reports from certain of these instructors have come to the writer in which the instructor, having taught a full day's schedule, set out to a distant corner of the service area in order to teach from two to four hours. Then, arriving home at night in all kinds of weather conditions, would face his regular classes the following day in no physical condition to do his students justice. No attempt seems to have been made, at least in the earlier years, to equalize the teaching load. Exceptions to this statement may be made where extension directors taught classes themselves. Other classes which they organized were taught by the regular instructors.

[73]Resolution giving right to State normal schools on petition and satisfaction of standards of American Association of Teachers Colleges, or as modified by State Council of Education, and standards set up by Act 206, P. L. 1923, to grant degree of Bachelor of Science in Education, and in several fields, was passed by State Council of Education, September 18, 1925. This right to grant degrees was specifically conferred on certain of the newly created State Teachers Colleges as of June 4, 1926. (See Minutes of State Council of Education as of the above dates.)

dence enabled many such teachers living in localities nearby such institutions to take advantage of the facilities thus offered. No definite data is at hand concerning the actual number of elementary teachers taking courses of this character.

The general impression gleaned from a survey of the offerings of a number of colleges and universities would lead to the conviction that many of these courses, although accepted by the Department for certification purposes, were adapted to the needs of the secondary school teachers, the supervisor, and the administrator, rather than those of the elementary teacher. However, this statement is not to be interpreted to mean that the colleges and universities neglected wholly the elementary teacher. Many courses were adapted to their specific needs and the additional facilities available through giving these courses in residence enabled the instructor to enrich his offerings to an extent impossible in extension or correspondence courses.

Part-time resident courses in normal schools played an inconsiderable part in the training of elementary teachers-in-service due without doubt to the isolated situation of most of these institutions. A few institutions organized Saturday courses. No mention of this form of training is found in the Minutes of the Board of Normal School Principals until February 11, 1927. At that time one institution reported thirty such students, another six, all others none. These students are classified in the reports as resident students. The Kutztown State Normal School for 1925-26 reported a total of twenty-two such part-time resident students registered in one course only.

5) Other Types of Approved Training

The State Department was extremely liberal in its acceptance of approved training from many private educational institutions of the State, provided these institutions met the required standards set up by the Department. Business Colleges, Art Schools, Music Conservatories, Schools of Home Economics, and similar institutions of learning hastened to place their curriculum offerings upon an acceptable basis and so offer their institutions as approved for teacher-training purposes. Whether the elementary teachers securing credits in these institutions received training comparable to the training received in the State normal schools, colleges, and universities still remains a debatable question. This statement is not to be interpreted as appearing hostile to all train-

ing received in institutions other than normal schools, colleges, and universities, but rather to that training given by such schools which were hastily approved without thorough investigation or frequent inspection. There can be no doubt that inspectional vigilance is part of the price that must be paid by a State Department in connection with State approval of the means of teacher training.

6) Correspondence Courses

Education by correspondence had existed, prior to its recognition in the Edmonds Act, as a State method for the training of teachers-in-service. There is little doubt that the possibilities of this form of educational training were not foreseen at the outset of the State's educational program. Its recognition as a means of teacher training by the Edmonds Act grew out of a necessity to make every possible educational agency as efficient as possible for the training of the teachers of the Commonwealth.[74]

A reading of the Report of the Committee on Extension and Correspondence of the Board of Normal School Principals, as early as December 30, 1920,[75] conveys the impression that it was the duty of each State normal school to

"hold themselves ready, beginning September, 1921, to offer such professional courses of collegiate grade to teachers-in-service as may be required in their several communities."

The presumption appeared to be that, if the need existed, courses in correspondence should be offered in each service area. At the same meeting, it was agreed that the Department should undertake to standardize all such courses.

With this understanding, a number of the State normal schools began the preparation of this type of service. Due to the exigencies of the occasion, there was need for careful organization, if these courses should become efficient as a means of training teachers-in-service. The Board of Normal School Principals on November 17, 1922, agreed that

"The State Department be requested to designate the normal schools that shall offer correspondence courses and to have correspondence courses given only to

[74]Section 1210, No. 15.

[75]Minutes of the Board of Normal School Principals, December 30, 1920. Subsequent references to the Minutes will be made by date without reference in this section.

those people who are inaccessible to extension courses, the county and district superintendents to be the persons to determine eligibility of such teachers."[76]

In accordance with this request, the State Department designated Indiana and East Stroudsburg as the State normal schools authorized to offer this type of service. The courses at Indiana after being offered for a short period of time were discontinued, and East Stroudsburg became the authorized State normal school for their continuance. In view of this fact, much of the discussion which is to follow will be based upon the development of correspondence courses at the latter institution.

Correspondence courses at East Stroudsburg State Normal School were first announced October 29, 1921, by means of a little circular sent to alumni of the institution and others on the mailing list. This announcement sets forth their place in the educational program in the following manner:

"Many students are not able to attend normal school during the regular school year. Often they cannot get work in extension courses. Many teachers who attend normal summer schools would like to continue their work in the winter. To meet these needs the East Stroudsburg State Normal School offers courses by correspondence. The work is intended especially for those working for a State certificate or advanced credit on a State certificate. Students qualified to enter a normal school for the regular course, but unable to do so, may do some of the work for the normal certificate by correspondence. . . .

"The faculty for correspondence work is chosen from the regular faculty. The courses are similar in content to courses given to resident students and command like credit. Each course is concluded by a written examination taken in the presence of a representative of the Correspondence Department. Two types of courses are offered: Courses of 45 lessons give credit for 3 semester hours; courses of 23 lessons each give credit for one and one-half semester hours. Certificates of credit are given to those who complete courses."

The following courses of 45 lessons each were first offered:

Psychology and Child Study.
Mental Hygiene.
Psychology of the Common Branches.
Materials and Methods of Primary Reading.
Teaching of General Science.
Economic Geography of the United States.
Economics.

[76]Op. cit., November 17, 1922.

Modern and Contemporary European History.
Sociology.
Essentials of Written English.

The following included the courses of 23 lessons each:

Kindergarten Methods.
Organization and Function of the Junior High School.
Teaching of Composition and Related Subjects in Grades 1-6.
Teaching of First Year Latin.
Teaching of Arithmetic in Grades 4, 5, 6.
Teaching of Arithmetic in Grades 7 and 8.
Teaching of History in Grades 4, 5, 6.
Teaching of Literature in the Junior High School.
Teaching of Composition in the Junior High School.
Personal Hygiene.
School Hygiene.

Including a Director[77] of the Department, the circular indicates that a total of fifteen members of the faculty gave attention to this work. A clerk was soon needed to care for the increasing registration and, as the numbers mounted, it was found necessary to add a second and still a third at the peak periods of enrollment.

The net enrollment by the 15th of April following the announcement had reached a total of 62 persons: 14 men and 48 women. By the following year, the figures had increased to 424 teachers-in-service. At the outset, the instructors had agreed among themselves that they would undertake the additional work involved with the understanding that, if the department proved financially remunerative, a payment of fifteen cents for each lesson per instructor would be made. In case the receipts did not equal the expenditures, they would donate their services free of charge to the cause of education.

Under this arrangement they *carried the extra labor involved in addition to their regular teaching load* as normal school instructors. With the coming of Mr. Allen as Principal in 1923, this arrangement was changed and the work became a part of the regular teaching load of the instructor. Mr. Allen in a letter to the writer thus describes the basis for calculating the teaching load:

"The correction of 216 correspondence lessons was regarded as equivalent to

[77]Much of the data included in the following description has been gathered through personal interviews with the Director, Miss Carrie Ethel Baker, and other members of the Department and School.

one semester hour of work. This is computed on the basis of one semester hour of work requiring eighteen semester hours of recitation in a semester. One recitation is supposed to require at least the equivalent amount of work on the part of the teacher in preparing for the recitation, so that eighteen is doubled to make thirty-six, and then the average time necessary to correct one correspondence lesson is fixed at ten minutes, so that in an hour a teacher should correct six correspondence lessons, and 36 × 6 gives 216.

"Then it was the rule that not more than one-half of the teacher's load should be assigned to the correction of correspondence lessons."

The total amount of time devoted by instructors to the work of courses varied with the different years and with the time of year. Mr. Allen has estimated that, at the period of highest registration, the total number of hours devoted to the correspondence work by all instructors would equal the full time of the director in charge and approximately three and one-half additional instructors. In addition, there must be included the services of specially trained part-time individuals employed to grade papers and similar work together with specially selected persons in the field who supervised all examinations and returned papers. This administrative and instructional force naturally fluctuated with the enrollment.

Normally, teachers-in-service who enrolled in correspondence courses began two courses simultaneously. This was the maximum number permitted during one semester of the regular school year. In summer teachers were allowed twice this number because they were free to devote full time to their lessons. Teachers were allowed to return not more than three lessons per week in each of the two courses enrolled during the school year and six per week during the summer. However, it was discovered that teacher response varied with the seasons of the year. Holidays and vacations affected the response, and it became necessary in some instances to prod individuals. This often took the form of a circular letter sent to those failing to return lessons regularly.

The Normal School allowed fifteen months for the completion of any course. While a maximum of three lessons per week was allowed, teachers were encouraged to return lessons normally one per week.

According to the announcement, the lessons of the correspondence courses were

"typewritten sheets of guidance in study, helpful comments on the subject or additional information. Each lesson presents questions to be answered in a reci-

tation paper. These papers are sent, one at a time, to the instructor, who corrects and returns them. The instructors willingly answer questions about things not understood."

Text books were indicated in all courses and students were required to purchase the same. These could be procured from the Normal School and the usual cost varied from two dollars to four and one-half dollars per course. The prices were indicated on the printed circulars.

The cost of the forty-five lesson course was fifteen dollars, eight dollars being charged for a twenty-three lesson course. A slight reduction (twenty-eight dollars) was allowed to students enrolling for two forty-five lesson courses. Students paid postage on lessons both ways. No refund was allowed for failure to complete the course.

Instructors insisted that papers returned by the students were to be written up in good form, preferably typewritten. Papers were returned by the teacher to the student, carefully reviewed and corrections and annotations indicated with suggestions for his improvement. In case a paper was so poor as to merit special attention, an additional letter from the director accompanied the return of the manuscript.

Special arrangement was made with each student for an intensive examination upon completion of the recitation papers in the correspondence course. Such arrangement was made by the director who designated some responsible person, usually a superintendent or principal in the locality, to conduct the examination and return all papers to the director. All examination papers were corrected by the instructors who gave the course, and, in no case, returned to the student. In case of failure, if the facts seemed to merit such a step, a re-examination was permitted. Such re-examination, in no case was a duplicate of the former. Every effort was made to conduct and report examinations in all fairness to the student-teacher. Grades were determined on the basis of two-thirds for the lessons and one-third for the examination. However, in no case was a student permitted to pass the course if he failed in the examination.

As correspondence courses became increasingly popular among those teachers unable to secure credits through residence or extension, certain modifications became necessary. The use of correspondence courses for high school credits was not permitted excepting in the case of those teachers-in-service classified by the Department in the Deferred High

School Credit group.[78] A limitation of six hours of credit a semester or twelve hours a year was allowed teachers-in-service.[79] By 1925, full high school credit was required for entrance upon correspondence work, thus placing the conduct of the work on a collegiate basis. By a regulation adopted June 27, 1924,

"no credit will be allowed toward State teacher certification or normal school graduation for extension or correspondence courses taken during the first two years of teaching experience, and subsequent to September 1, 1924, by holders of the partial certificate."[80]

On the same date, the Board of Normal School Principals approved the following regulation:

"Extension and correspondence courses taken subsequent to September 1, 1924, may not be offered in discharge of the requirement for the standard certificate in excess of 35 semester hours or for the normal school graduation in excess of 20 semester hours,"

and

"Extension and correspondence courses shall be given only by members of the resident faculty of each of the several schools."

Students in residence at the State normal schools were discouraged from participating in correspondence courses, although such courses previously taken were universally accepted as credits by those institutions. College under-graduates and graduates from a number of other institutions were encouraged to take these courses in order to make up deficiencies for certain types of teachers' certificates.

Few students were dropped from these courses by the normal schools unless for grave reasons of dishonesty or for similar offenses. Students

[78]At the outset, it was discovered that many elementary teachers lacked a sufficient number of both high school as well as academic and professional credits for the partial certificate. Since this certificate required the equivalent of high school training for its issue, rather than compel these elementary teachers to discontinue teaching until these high school credits were secured, the State Department ruled that they should be placed in the "deferred high school credits" group, allowing them to continue teaching until such time as these credits could be satisfactorily accumulated. Some conception of the number of these teachers may be had from State Reports for 1924. Up to September of that year, there was a total of 1024 such teachers listed by the Department. Every county in the State was represented in this list excepting the following: Philadelphia, Pike, and Wyoming. The following counties reported fifty or more such teachers: Bedford (82), Fayette (52), Huntingdon (54), Indiana (83), and Somerset (108).

[79]Minutes of the Board of Normal School Principals, January 18, 1924.

[80]Op. cit., June 27, 1924.

were led to see, if possible, the necessity for careful and consistent work. The few cases of dishonesty, in the return of papers written by some other individual, were investigated and decisive action taken. Isolated cases of actual attempted bribery are on record, these students erroneously believing that a sufficient payment would relieve them of further preparatory responsibility.

Principally as a result of the continued agitation against this type of training because of the general belief in its lessened value as compared with other types of training,[81] and due also to a decreased enrollment correspondence work in State normal schools was discontinued. The Board of Normal School Principals adopted the following resolution February 11, 1927, which was approved by the State Council of Education, March 4, 1927:

"That no correspondence work shall be given by any of the Pennsylvania State Normal Schools after September 1, 1927, and that no credit towards graduation shall be given by any Pennsylvania State Normal School for correspondence work secured after September 1, 1927, in any institution, except that correspondence work commenced prior to July 1, 1927, shall be credited when completed within the time limits set by the institution giving the same."[82]

Tables in Chapter IV and the discussion following them will reveal the extent of the offerings in correspondence in this institution and some estimates of its value.

10. Contacts of Teacher Training Institutions with Teacher Graduates in Service

In the discussion thus far presented, attention has been directed to the manner in which the State program, as authorized under the Edmonds Act, has been put into operation. The various State educational agencies as related to the certification function and the manner in which elementary teachers of the State were enabled to secure additional training and advanced certification were set forth in some detail. While the stimulus to advanced certification was, in the main, thus directed through State channels, contacts and relationships came to be developed between certain of the State teacher training institutions and their teacher graduates-in-service.

Originally this phase of the study sought answers to the following per-

[81]See Chapter IV for an evaluation of correspondence training.
[82]Minutes of Board of Normal School Principals, February 11, 1928.

tinent questions relating to State teacher certification, which were naturally raised as the teacher training program was developed.

What is a teaching certificate and what does it represent? Who does and should assume the responsibility for the teaching success of a candidate for a certificate? By what power of discernment do the officials of a Teacher Bureau of a State perceive, in evaluating the credits of a prospective teacher applying for a certificate to teach, if the training represented by so many course titles and so many credits indicated really represent the proper and adequate training which this teacher should have received for the task which the certificate represents? What is the proper training which an elementary teacher should receive and what type of institution is most capable of giving this training? Is the training required for teaching in elementary schools general in its application to the degree that elementary teachers and secondary teachers may profit equally by it *or* should such training be adapted to the specific functions which the teacher is to perform? What measure of responsibility should the institutions to which a State has assigned the responsibility of training its elementary teachers take for the success of their graduates who have taken training under their direction? To what extent, if at all, do elementary teacher training institutions maintain a relationship and contact with their graduates with a view to their improvement in service and what is the relation of such contacts to the certification function?

These are pertinent questions concerning the training of elementary teachers. It is not, however, the purpose of this section to answer them fully, but rather to attempt to reveal some facts and relationships that may assist in their ultimate solution.

It seems to the writer that the function of certification and the function of training should be more closely related. Centralization of the certification function is desirable and should be encouraged. Yet its rapid growth in this country[83] has thereby removed to an indeterminate distance any detailed examination of the elements that have entered into the training of the applicant for the license. In addition, the certification function in a State is somewhat seasonal. Especially in the rush season with the extra clerical help that must be obtained in a State office,

[83]Cook, Katherine M., State Laws and Regulations Governing Teachers' Certificates, Bureau of Education Bulletin (1927), No. 19, page 16ff. Thirty-six States of the Union have State systems of certification in which the State issues all certificates. The remaining twelve states share in several ways this responsibility with some form of local control (see page 19).

the issuance of certificates can scarcely be characterized by that intelligent discernment which should distinguish the performance of this function.

Even with the careful analysis of courses by title as fulfilling the requirements for a certificate, such an official, careful and painstaking to the nth degree, cannot discern the nature of the training which has been the foundation of the courses taken and which represents his authority to issue a license to teach unless he possesses detailed knowledge of the nature of all teacher training elements in every teacher training institution of the State.

Dr. Q. A. W. Rohrbach in his investigation[84] has shown the great variation in objectives and scope of courses, units or topics covered, text books used and semester hours offered in one introductory course in education. This analysis was considered so inclusive to the extent that an assembly of all material included in his survey might be said to include most of the elements offered in a majority of courses in professional subjects in a teacher training institution. If such a situation may occur in a single course offered in most teacher training institutions, what similar lack of uniformity as to objectives and content is likely to be the case if an examination were made of other courses offered as part of the training of elementary teachers? How is an official of a State Teacher Bureau sufficiently all-wise to discern such tremendous overlapping in the courses accepted as credits for certificates?

If a scientific evaluation of the work offered for certification credits is to be made, responsibility for the uniformity of the training including the acceptance of the responsibility for its proper functioning should lie outside the central certificate-granting agency. It should logically rest with the teacher training institution that presumed to give the training. This responsibility a State Teacher Bureau should ordinarily have the right to require as an accompaniment of the privilege of training teachers. Relationships between pre-service training and the in-service training following the granting of a license to teach might be maintained through contacts made by the teacher training institution with its graduates-in-service in such a manner as to observe the functioning of that training and to provide for the correction of its weaknesses.

[84]Rohrbach, Q. A. W., A Report of the Objectives and Scope of Courses in Introduction to Education, Introduction to Teaching and Technique of Teaching, P. S. E. A., Lancaster, December 28, 1927 (unpublished).

In the business world, reputable firms assume responsibility for the actions of their employes as well as the reliability of their products. They stamp their manufactured articles with their approval and guarantee the quality and proper performance of their output. This inspection stamp is a sign of confidence in their product and an assurance to their customers. Goods found faulty in the slightest degree are replaced or money refunded.

It has not been the practice in times past for teacher training institutions of a State to assume any supervisory relationships over their graduates. This has been considered the function of the local supervisory officer. There can be no question that, at least in principle, the local supervisory officer has a better opportunity to examine, with varying degrees of intimacy at least, the nature of the training of the teacher to whom was issued the certificate. In like manner, he can observe her work and results of his own supervision in order to assure himself of the desirability of a renewal of the same. However, so much discussion has centered about the quality and adequacy of real supervision that a question may properly be raised in this connection. Has the institution which trained the young teacher no further responsibility?

A few outstanding elementary teacher training institutions of the nation have made attempts in recent years to exercise certain supervisory as well as advisory relationships with their graduates in the service. Particularly has this been the custom during the probationary period when the young teacher's mind naturally turns to her alma mater for assistance in time of need. In addition, these contacts with the field have been of much assistance in reshaping the curricula and policies of the teacher training institution, thereby serving to keep the objectives of the institution directed toward the end for which it exists.

In April, 1923, Mr. C. H. Fisher, Principal of the State Normal School at Bloomsburg and formerly an official in the State Teacher Bureau at Harrisburg, declared in an address during Schoolmen's Week at the University of Pennsylvania:

"There is great need for the normal schools to follow up the work of their graduates. This need is all the greater because in many schools of the State there is very little real supervision of teaching. It is a serious mistake to allow graduates of normal schools to get on as best they can with their own resources. The

first year after graduation there is special need for supervision to avoid threatening pitfalls."[85]

In connection with this study, it was formerly the purpose to gather such information as might be available in this State as to the practices of State normal schools of Pennsylvania along lines indicated in the preceding paragraph. Especially was this information desired in order to ascertain if institutions were developing supervisory programs as an outcome of the Edmonds Act. The development of such a policy might logically grow out of the initiation and modification of courses for training elementary teachers-in-service such as were authorized in the Edmonds Act.[86] Then, too, it was definitely known that certain of the elementary teacher training institutions had under consideration and even in operation some plans along these lines.[87]

A comparison of Pennsylvania's progress in this direction with other teacher training institutions of the country was first attempted. To this end an inquiry by means of a printed letter was addressed to all State teachers colleges, State normal schools and city normal schools in United States and Possessions. Replies were received from 150 out of 236 institutions addressed, in most cases from the head of the institution, and, in a few cases, from the official having direct charge of the particular phase of service in question.

Upon receipt of the answers to the questionnaire, it was found that the information received from State normal schools in this State was so meager as to scarcely warrant a comparison. It was then decided to present the data gathered as a whole. Information requested and replies received from these 150 teacher training institutions will be discussed under appropriate headings below.

Official Relationships

1. Do you maintain official (required by law or State regulation) relationships with your elementary teacher-graduates-in-service during their probationary period?

(a) *By direct visitation:* Only 15 out of the 150 institutions represented in this inquiry replied in the affirmative. Most of these replies

[85]Fisher, C. H., How Can the Normal Schools Better Meet the Need, University of Pennsylvania Bulletin, Tenth Annual Schoolmen's Week Proceedings, April 12-14, 1923, page 158.

[86]Section 1210, sub-section 15.

[87]See Plan at Bloomsburg, Fisher, op. cit., page 158f.

were indefinite as to the frequency of the visitations, *once* being the mode. Members of the regular faculty and specifically appointed supervisors were cited as the persons making the visitation. Our conclusions from these statements would indicate that few institutions maintain official contact with their graduates-in-service during the probationary period and that even in these few instances the contact is indefinite in character.

(b) *By receiving reports of their progress:* 34 institutions responded that they were receiving official reports of some kind as to the progress of their graduates during their probationary period. Most of these reports were received annually; a few every two years. In one instance, monthly reports were forwarded the first year. In most cases these were received from district superintendents, one from a county superintendent and one from a supervisor. One institution stated that these reports were received from such superintendents as "would co-operate."

(c) *By requiring reports from graduates themselves:* Nine institutions out of the 150 replied that they received official reports from their graduates during their probationary period. Most of these were received "irregularly," two once a year for first two years. Two institutions requested the information but did not always receive it.

(d) *By sending reports to your State Department:* Sixteen institutions reported that they send reports to their State Department concerning their teacher-graduates during their probationary period. In a portion of these cases, reports were required by the State Board; in other cases, reports were optional and occasional. Most of the reports were annual; others, every two years.

(e) *By what other means:* Other official means of contact which were reported were, "Questionnaires to teachers as to their progress," "school supervisor who visits teachers when work is poorly done," and "school agents employed by the State who make contacts with both the teacher and the training school."

2. Will you describe specifically the plans you have developed in connection with any of the above?

Replies descriptive of plans adopted brought little response. Some of the plans indicated were: "Conferences with superintendents annually at the normal school at which time reports were received of

teacher-graduates and suggestions made for the modification of teacher training," "development of a file system having in mind service to superintendents and others desiring information as to teachers." In cases where a unified Board of Education controls both normal and the public schools, as with the Territorial Normal and Public Schools of Hawaii,[88] relationships of this character are carried out as a matter of course.

Most of the plans reported were developed through the Placement Bureaus, Extension Departments, or Directors of the Training Schools. A few officials reported that they had plans prepared but no funds to develop them.

3. Is any form of State license which such teacher may receive withheld until the Training School has reported upon such contacts?

Only two institutions reported that State licenses or any other form of license were withheld until teacher training institutions submit official reports of the teacher progress. Both of these institutions have supervisors in the field whose report to the State Teacher Bureau or Board of Education must be favorable before a permanent license to teach is issued. Another institution reports a State committee at work upon the problem.

4. Will you set forth the extent to which, in your judgment, teacher training institutions should maintain *official* relationships with their elementary teacher-graduates-in-service?

Seventy-six per cent of all institutions from whom replies were received believe that such official contacts should be made. Eight officials favoring such plan believe, however, that the cost would be prohibitive. One is fearful of the legal authority for the same; another feels it is desirable but impossible because of the large number of graduates.

This overwhelming affirmative attitude towards this problem is a recognition in the minds of teacher training officials that contact with their graduates is desirable and that some plans should be worked out whereby such contacts may be established and maintained. Some suggestions as to the values of these contacts are as follows:

1. To determine the success or failure of teacher-graduates.
2. To help adjust new teachers to their environment.
3. To bring light to bear upon the training school curriculum with a view to constant improvement.

[88]Statement based on report received directly from this institution.

4. To withhold certificates until favorable reports are recorded.
5. To encourage the teacher to seek assistance from the parent institution.
6. To cause institutions to assume responsibility for their teacher-graduates.
7. To urge elementary teachers-in-service to further prepare themselves by taking courses in the parent institution.
8. To develop a professional attitude in the teacher-probationer.
9. To develop a better spirit of co-operation with the local supervisory staff.
10. To develop a sympathetic understanding between teacher and institution and to engender a feeling in the teacher that her alma mater has not forgotten her and is willing to give her real professional assistance.

While it might not be customary for teacher training institutions to maintain official contacts with their graduates, it was thought advisable to learn the extent of unofficial relationships. While it is quite well known that many such institutions keep in touch with their graduates through bulletins, publications, and similar correspondence, few contacts of this type may in reality be said to be advisory or helpful from the standpoint of professional improvement in service and are scarcely intended as such. Rather was it the thought to determine such relationships having this latter purpose in mind.

In order to ascertain the extent of unofficial relationships with teacher training institutions having the above indicated aim in view, the following question was included as a part of the inquiry:

Unofficial Relationships

1. Do you maintain unofficial supervisory relationships with your elementary teacher-graduates-in-service during their probationary period?

(a) *By direct visitation:* Out of the 150 replies received, 36 reported that they maintained direct unofficial visitation contacts with their teacher-graduates during this period. Two of these were reported as rarely; three, frequently; two twice annually and the remainder occasionally. Normal school instructors and supervisors were the persons mentioned most frequently to make this contact. Some of these contacts were made "on call," others, "when the instructors happened to be in that locality," or "at the teachers' institute." The indefinite nature of such contacts suggest immediately their inadequacy and the desirability of more definite procedures. Some of these officials feel that the distance to be traversed with the corresponding expense is too great; others feel

that there is always much danger of conflict of authority with local supervisory officers.

(b) *By receiving reports of their progress:* 42 institutions, or 28 per cent out of the 150 included in this study report that they receive unofficially definite reports of the progress of their teacher-graduates during their probationary period. Twelve of these reports are received annually; three every two-three years; two rarely and the remainder "irregularly." The majority are received from the superintendent of those teachers, a few from supervisors. Over 100 institutions receive no reports of any type as to the teaching progress of their graduates as revealed through this study. Even in the case of those reports received "irregularly," one may question their value and ultimate use, as far as offering real assistance to the teacher-in-service is concerned.

(c) *By requiring reports from teachers:* Only six institutions reported that they require (request) reports from their teachers during the probationary period. Five of these institutions require (request) their graduates to fill out specially prepared forms concerning their teaching status and similar information annually. One report was in the form of a letter written by the teacher to the school concerning her teaching progress.

(d) *By offering supervisory service if teachers desire the same:* 24 institutions, or 16 per cent, replied in the affirmative. As will be seen later, some institutions maintain supervisors in the field whose special function is to perform this service. A few additional training schools replied that such service is offered but rarely accepted. Even many of those replying in the affirmative frankly admit that such service, while offered, really amounts to little and the results are negligible. In addition to employing supervisors in the field, the methods indicated are "supervisory assistance by normal school instructors when called," "extension courses," "voluntary visits to the school," "leaflets issued by the school for supervisory purposes," "information furnished through the Placement Division."

A plan of much interest and promise has been developed in the Eastern State Teachers College, Madison, South Dakota, under the leadership of E. C. Higbie, President.[89] It grew out of a call from a superin-

[89]Higbie, E. C., The Follow-Up Activities of a Teacher Training Institution with its Graduates in Rural Schools. Unpublished Manuscript, 1927.

tendent of schools stating that one of his teachers, a graduate of the school, was failing in her work, and requested assistance. In response to this call, a supervisor was sent to the school with instructions to stay with the girl several days, if necessary, in order to assist her in solving her problems. Out of that incident, a system of field service was inaugurated. A director of Field Service was appointed and her duties outlined as follows:

"She first learns the teaching locations of all previous-year graduates who are working within our service area. . . . She then formulates two letters, one to superintendents in which she offers her services to them while they are getting new teachers adjusted, and the other to the graduates, reminding them that the institution desires their success both for their own and their pupils' good.

"Upon receipt of word from the field, she first gives attention to emergency cases—and there are bound to be several of these—and next she begins to formulate itineraries for the various supervisors, arranging her plans so that only one supervisor will be away from the institution at a time, and usually for not longer than a week. So far as possible, she arranges the trips so that supervisors will visit the cadets they themselves trained. Often, however, a visitor will have included in her route some teachers she has not directly trained and whose special field, if in town schools, may not be so fully known to her. . . .

"The Director of Field Service next arranges for each supervisor to become thoroughly familiar with the background and college record of the students she is to visit. She also trains the supervisor in a fully organized procedure, including the use of such blanks, rating sheets and record forms as may be deemed advisable. . . . The details of the trip are fully arranged in advance. Especially is this true in regard to rural visitations, in order that the county superintendent may be in readiness to receive the visitor and to make the most of her time in the county. . . . Upon the return of the supervisor, the Director receives her report including all the records agreed upon. At times conditions are such that a second and even a third visit is advisable or necessary. . . .

"In addition to doing the work mentioned in the foregoing, the Director edits, publishes and sends out a four-page paper known as the Eastern News Letter which is full of helpful hints, personal items, suggestive articles, and is designed to promote a certain unity among the graduates and to tie up their interests with those of the institution. She also provides a large number of specific help leaflets which are sent out upon request for a small fee. All but the last are furnished without cost to the student teacher."[90]

This description sets forth in part the nature of the plan as developed

[90]Higbie, E. C., op. cit., excerpts from original manuscript.

in this South Dakota institution. Twenty other institutions reported procedures containing some of the features of the above mentioned although none on so systematic a basis. In addition to actual visitation, plans mentioned included "conferences with superintendents," "interviews with teachers," "reports to superintendents and teachers," "co-operation with the Research Division of the State Teachers Association," and "informal correspondence with teachers, superintendents and supervisors." Admittance of the feebleness of plans developed is indicated in the following statement: "Graduates are encouraged to call at the School for professional assistance, but few ever do."

These reports indicate that few systematic plans have been developed in order to render this professional assistance to elementary teachers-in-service during their probationary period. One official reported that a similar plan was begun but discontinued because of lack of funds. Results during the short time in operation were declared to be encouraging.

In general, results achieved where definite systematic plans have operated over a period of time have been of undoubted value. Some institutions report plans in the process of development. Others report slight modifications contemplated.

Lack of any contact by elementary teacher training institutions with their graduates-in-service cannot fail to have a retarding effect upon the nature of the training given to those who are to graduate. If the report concerning that normal school instructor who had not been inside an elementary classroom in ten years (and was proud of it) is true, one cannot help but feel that such instructor had "gone to seed" a long time ago. Suffice it to say that there are probably not a few elementary teacher training instructors whose visits to the "work shops" of their former students are quite infrequent. In reality such contact is the unusual thing, the great majority seem to have no such contacts.

As will be pointed out in Chapter IV, the unit of elementary teacher training is the *course* taken by such teacher and given by an approved institution. Such courses to be of value must be in keeping with desirable practice. They must relate theory with practice in such a manner as to be easily and quickly adapted by the teacher in accordance with the best and most efficient methods. Teacher training institutions as a group and instructors as individuals cannot trust to haphazard chance for the

infiltration of such desirable theory and practice into the material presented in their courses. Mere informal discussion with teachers at teachers' institutes or conferences with busy superintendents at the State Convention will not suffice.

In order to ascertain the extent to which teacher training institutions of the nation were adapting their courses of instruction in this manner the following inquiry was made:

3. What plans, if any, have you developed whereby your instructors may modify the objectives and outcomes of the courses which they offer in the light of the teachers' experiences in service?

Thirty-two institutions stated that they had developed definite plans whereby their courses may be modified. Reports brought back by supervisors from the field to a conference of normal school instructors or a committee of the same was the outstanding method mentioned. Other methods reported were "returns from questionnaires to teacher-graduates," "problems sent in by elementary teachers,"[91] "reports from members of the faculty sent out to observe and report," "teachers' institutes," "experiences of teacher-graduates returning to extension and summer school classes," "informal conferences with teachers who return to the school to visit," "survey recommendations," "bringing into the faculty public school teachers."

Many officials replying admitted the irregularity of these methods. Eight institutions reported that committees of their instructors were now at work trying to solve these problems. One institution stated:

"Last year we made a careful study of the effects of our courses through teacher questionnaires. While the replies in point of number were not considerable, some very significant responses were received which were of help in adjusting our courses."

Another,

"We have at ———— a faculty committee on relationship of the college with the public schools. Members of this committee, particularly the chairman, makes visits to the public schools for the purpose of keeping in touch with the needs of the field. In this way objectives and outcomes of professional courses are measured."

[91]One institution reported 4000 such problems reported and referred to instructors for reply. No time period was indicated.

Another,

"This year we are to have a conference at the normal school of members of the Class of 1927 now in service. Substitutes for these teachers will be provided from the present senior class, each of whom will observe and assist for two or three days prior to the conference which will occur on Thursday and Friday of the second week in May. The work of the conference will be based upon the needs of the teachers as they see them, and upon the suggestions of their supervisory officers. The conferences will be conducted by members of the normal school faculty and by superintendents and supervisors."[92]

Another,

"Our instructors go about over the State occasionally upon school visitation service. The institution pays their traveling expenses. In these trips they visit our graduates and confer with them in relation to their educational problems. Such visits are numerous and cannot fail to have an influence over those who give normal college courses."

The attitude of officials as to the desirability and extent of these unofficial relationships was requested in the following query:

4. Will you set forth the extent to which, in your judgment, teachers training institutions should maintain responsible supervisory relationships with their elementary teacher-graduates during their probationary period?

One hundred and two out of 150 officials replying to the question responded favorably to the need of some plan whereby teacher training

[92]Dr. Charles Russell, Principal of the State Normal School at Westfield, Massachusetts, describes a plan developed at that teacher training institution developed along these lines. He says ". . . the Normal School feels great concern and responsibility for the adjustment of its graduates. It has felt that it should find some practical means whereby, with the co-operation of the superintendents of schools, the problems of these young teachers can become focalized in the Normal School rather than dissolved by experience, and whereby in the light of these problms, adjustments of the school program can be made for the improved preparation of future students." In order to accomplish this aim, Dr. Russell conducted an experiment which he declares "to have within it the elements of the solution to this series of problems of young teachers." This experiment was the holding of a conference for these young teachers at the State Normal School. Then follows a detailed description of this conference which was called April, 1927, and continued for three days.

Dr. Russell sums up the results of this conference in the following words: "As a practical, workable plan for the professionalization of the curriculum of a Normal School, for the professionalization of its faculty, for the sound development of its Training School, and for the co-ordination of its activities with the needs and purposes of the public school which it serves, the Conference grows constantly in significance." (Russell, Charles, The Westfield Conference for Young Teachers, Teachers College Record, Vol. XXIX, No. 3, December, 1927, page 223ff.)

institutions should exercise some responsible supervisory relationship. Only two officials opposed the movement, these men feeling that their obligations ceased when their graduates were handed their diplomas. This overwhelming sentiment in favor of some form of follow-up service reveals a consciousness of the definite need of efforts in this direction and the desirability of some effective plans.

Suggestions received from these officers as to the medium of contact favor, for the most part, regular visitation by some delegated agent of the institution, as a supervisor or member of the normal school staff. This visitation should be made annually, although some feel that, in urgent cases, monthly visitation for a period would be desirable. Other methods suggested are "helping consultative service at teacher's or other local request," "periodic conferences at the normal school," "definite follow-up in critical cases," "periodic reports from teacher probationers with visitation as cases seemed to warrant it," "periodic reports from local supervisors."

Suggestions of officials as to the extent of such service depends upon the available funds, tact of supervisory agents, distance to be traveled, etc. In cities with their own teacher training institutions, this service is desirable and plans for its development are probably more mature. But even in cities there are many difficulties in the way of such development as experienced by Principal Adams of Philadelphia Normal School.[93]

A few officials fear conflict of authority with local supervisory officers. One Principal of long experience feels that such a field supervisor will need "mountains of tact." Others would limit contacts to reports only, from superintendents, supervisors, and teachers. These reports by correspondence can then be analyzed and their results used to:

1. Prepare programs for teacher-in-service development.
2. Suggest limitations and modification of teacher procedure.
3. Make desirable modifications in the courses of training as home institutions.
4. Revise report forms in the light of previous experience.
5. Withhold certificate renewals until reports are more favorable.
6. Send supervisor to school if report demands immediate action.

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[93]From personal letter to the writer.

[94]Based on the assumption that graduates will work in a 50-mile radius of the college.

President Button, State Normal School, Morehead, Kentucky, suggests the following plan[94] as desirable:

1. A full time supervisor to every 50 probationary teachers.
2. Weekly reports from teachers to these supervisors.
3. Information and advice service from supervisor.
4. Small group conferences about one month after beginning teaching.
5. A week conference for those near the college—student-teachers taking their places during such conferences.

B. Y. Fryer, Dean of Instruction, State Teachers College, Fredericksburg, Virginia, suggests:

1. At least one annual visit by a supervisor to every probationer.
2. Additional visits and help to those having special difficulties.
3. Written reports from principals and supervisors at intervals—probably twice during the first year.
4. Written reports annually or semi-annually for the next three or four years.

Pennsylvania in common with most other States is divided into units for teacher training purposes known as service areas: thirteen in number. Theoretically, at least, each State teachers college is charged with the responsibility of training a sufficient number of elementary teachers for the public schools in the area assigned to it.[95] While a small percentage of these teacher-graduates enter other service areas in order to teach, the large majority remain to teach in the districts in which they are trained.

Nothing in the School Code of Pennsylvania with reference to State normal schools can be construed to cause them to assume any measure of responsibility for the success of their graduates after they receive their diplomas. Any measure of responsibility for further training or supervision remains outside of the responsibility or authority of the State normal schools and State teachers colleges of Pennsylvania. In view of this situation, although apparently nothing in the School Code would prohibit such service, little of such supervisory contact has existed in Pennsylvania.[96]

Dr. Russell is probably right when he declares that "the normal school feels great concern and responsibility for the adjustment of its graduates." From the statements made in the preceding paragraphs concerning the favorable attitude of mind of teacher training officials,

[95]See School Code, Article 20, Section 2001.
[96]See Fisher, C. H., op. cit., page 158f.

experiments looking toward this end now in progress in isolated centers should be continued to the end that these teacher graduates might become adjusted to their environment in a more satisfactory manner.

If some means may be found whereby this responsibility should be linked with the certification function, State Teacher Bureau officials might become better informed concerning the status of elementary teachers to whom temporary certificates have been issued, in order to determine further the desirability of the issue of renewals or of permanent certificates.

11. Changes in Educational Leadership with Effects on General Policy

From the passage of the Edmonds Act in 1921 to September, 1927, the date designated in the Act by which time every teacher in the Commonwealth was required to meet the accepted standard of training, no less than four State Superintendents of Public Instruction directed the educational affairs of the Commonwealth. Dr. Finegan, the chief instigator of the program and its most prominent proponent during the early years following its passage, was succeeded in 1923 by Dr. J. George Becht, Deputy Superintendent. As the State Superintendent, Dr. Becht announced a STATEMENT OF GENERAL POLICY in which he said in part:

"Pennsylvania furnishes a larger field for educational initiative and endeavor than any other State in the Union. . . . The teaching force must be adequately paid and should be large enough to insure as much individual instruction as possible. Increasingly the teaching force must become better prepared, and to that end the normal schools, schools of education and summer schools will be called upon to make a very significant contribution. . . . Our State Program will be in line with the best educational thought and practice and calls for the support of every progressive leader in education in the Commonwealth."[97]

In an address before the Superintendents' Conference, November 26, 1923, Dr. Becht said:

"In the matter of certification, the objective is, of course, the granting of certificates to those only who are properly trained and qualified for the work. . . . Teachers have sometimes allowed their desire to secure credits to exceed their capacity to receive and assimilate the work so that it could be effective in their teaching. Some teachers took so much time for reading, preparation and extension work that they were not able to give the proper thought and energy to the

[97]Pennsylvania School Journal, Vol. 72, page 7, September, 1923.

classroom work for which they were employed. The State Council of Education has made some limitations in this direction, but there is still a question whether a sufficient limitation has been made. . . ."[98]

This address is quite suggestive of a needful analysis of the progress made in this direction.

Governor Pinchot, who succeeded Governor Sproul, stated in a speech before the Pennsylvania State Education Association in Philadelphia, December 27, 1923:

"Pennsylvania will take no backward step in education. . . . We need a corps of teachers thoroughly and soundly trained, adequately paid and effectively stimulated to continuous self-improvement."[99]

Dr. Becht was succeeded by Dr. Francis B. Haas, formerly assistant in the State Teacher Bureau of the Department, and Deputy Superintendent of Public Instruction at the time of his appointment in 1924, having discharged during the illness of Dr. Becht, many of the duties of the office.

Dr. Haas' attitude toward the developing teaching profession is revealed in his address, "The Great Profession," made before the Pennsylvania State Education Association, December 29, 1925,[100] and in his Annual Report for 1925-26, in which he declared that:

"Pennsylvania teachers have better preparation for their work than at any previous time in the history of the schools. . . . Probably the most important of these (functions of the Department of Public Instruction) is setting standards of teacher preparation. . . . Perhaps no movement in the history of education in Pennsylvania has been so significant as the developing recognition of the need for professional preparation on the part of the teacher. . . . Perhaps the most promising possibility for the betterment of the elementary school situation lies in the opportunity now open to elementary school teachers to continue their professional education in a four-year professional curriculum in a State normal school, leading to the appropriate degree. This movement in elementary education will bring into the elementary school an increasing number of teachers with the preparation represented by the degree in education."[101]

In January, 1927, Dr. J. A. H. Keith was called to the State Superin-

[98]Pennsylvania School Journal, Vol. 72, page 265.

[99]Pennsylvania School Journal, February, 1924, page 331.

[100]For complete address see Pennsylvania School Journal, Vol. 74, page 358.

[101]Annual Report of the Department of Public Instruction, 1925-26, pages 17, 24, 36f.

tendency by Governor Fisher. The Governor is a strong supporter of education. Said he in a recent interview:

"I should do everything possible to develop and foster the system of public education. Compulsory laws and the desire for more advanced learning have filled our schools to overflowing. To meet this condition it is essential that modern housing be provided and the demand for trained teachers be met."[102]

The new Superintendent of Public Instruction, throughout his life devoted to teacher training and long the head of a prominent State Normal School, was peculiarly fitted to place renewed emphasis upon the problem of teacher training in the Commonwealth. As early as 1921, Dr. Keith, in an article on "Is a Profession of Teaching Coming?" wrote as follows:

"Education is the most fundamental and most important function of a sovereign State. The immediate step that must be taken is to demonstrate by 1927 that the salary-qualification idea (Edmonds Act) is as sound in practice as it is in theory. This demonstration is the immediate duty of the teachers of Pennsylvania; and, unless it is done, the failure will delay for generations the attainment of the end toward which the Edmonds Act is a bold, fearless, big step. If the teachers of Pennsylvania can demonstrate the soundness of the salary-qualification idea, we shall soon be ready to make teaching a real profession."[103]

His policy as the new State Superintendent may be revealed by his announcement in April, 1927:

"Pennsylvania is approaching a new milestone in its educational history—the time when the intent of the Edmonds Act will be brought to full fruition. It marks progress and should stir every teacher and school official to high endeavor and serve also as a point of departure for further professional advancement. Concerted effort by the teachers of the State, particularly by those who do not now enjoy standard certification, will not only reduce the necessity for issuing the emergency certificate, but will greatly improve the quality of professional service which school boards will provide for the girls and boys of the Commonwealth."[104]

It is an interesting achievement in the history of education in Pennsylvania that, with the many changes in educational leadership in the State in so brief a period of time, a steadfastness of policy as to teacher training and an earnest desire to fulfill the provisions of the Edmonds

[102]Pennsylvania School Journal, Vol. 75, page 220.
[103]Pennsylvania School Journal, September, 1921, page 5f.
[104]Pennsylvania School Journal, Vol. 75, page 565.

Act should characterize the actions of these successive State Superintendents without exception. Such a continuity of policy would not have been possible without the wholehearted support of the teachers of the State. Probably the greatest test of the soundness of the principles set forth in the Act itself has been this persistence of the educational authorities and co-operation of the people as a whole despite difficulties and changes in leadership.

12. Summary

In this chapter there has been shown the manner in which the State Program, authorized under the Edmonds Act, has been put into operation. Its reception by the teaching profession of the State was, on the whole, enthusiastic and wholehearted. Dr. Finegan, the State Superintendent, early sought the advice and co-operation of the school people of the State and, with the members of the Department, developed a type of leadership and counsel quite essential to the success of a State Program. Many educational agencies throughout the State were utilized in the developing program and in the shaping of policies.

The State Council of Education was given authority by Law to prescribe regulations for certification of teachers. Many problems had to be met and solved by this body in the administration of the Act.

Upon the Board of Normal School Principals, due to their peculiar relation with the State's teacher training institutions, rested great responsibility for carrying out the intent of the Act.

Through the reorganized State Teacher Bureau, the Department was able to develop principles and policies necessary for the accomplishment of the task ahead. The first task of the Bureau was in translating existing certificates into those of the new issue. This and subsequent activities relating to the certification function necessitated the development of numerous interpretations and policies, many of which later served as precedents.

It was found that, in connection with this translation, the training of elementary teachers possessing certificates of a non-standard grade involved by-and-large the greatest task of the State in connection with teacher training and certification. These teachers were granted, for the most part, the partial elementary certificate, a few being granted the emergency certificate. Their numbers were continually augmented by that large number of high school graduates and other individuals with

non-standard training who were permitted to enter elementary teaching up to September, 1927, with but a minimum of professional training. The admittance of this group was justified on the basis of a teacher shortage, the elementary teacher training institutions of the State being unable to provide elementary teachers in sufficient numbers to meet the needs of the elementary schools. In this manner, the State was continually increasing the problem of training its non-standard elementary teachers by the constant infiltration of this group.

The number of elementary teachers in the State holding emergency certificates was quite small and this group did not constitute a serious problem in teacher training.

Large numbers of standard trained teachers continued to take advantage of the opportunities thus offered to receive additional training, although not required to do so under the regulations. This group consisted of those holding standard, normal and college certificates. Teachers entering the service from other States were required to take additional training only in case the requirements for the certificate granted them so specified.

Having set forth the certificate situation, the agencies enabling these teachers-in-service to meet the new requirements are discussed in some detail. The spring term in State normal schools, formerly an important agency for training elementary teachers-in-service, was discontinued in 1922 and the summer sessions became the most important agency in these institutions in this connection. The length of the session was increased to nine weeks and preferential courses and curricula indicated. Specific requirements were set up for admission and every effort made to provide for the needs of the particular groups as they presented themselves to these institutions for further training. Many unforeseen problems occurring in the course of such training were met and solved by leaders of these institutions.

The college summer sessions trained many elementary teachers, although a large percentage of their enrollments were teachers in secondary education.

All of the teachers in the summer sessions of the State normal schools and many elementary teachers in college summer sessions used the credits thus gathered for certification purposes.

Extension courses were provided by the Edmonds Act for teacher training purposes and were offered in such numbers that the State De-

partment came to rely to a considerable extent upon the credits thus amassed for certification purposes. These were offered by both State normal schools as well as colleges and universities. The offerings of the State normal schools as to extension courses, while extensive during the school year 1922-23, tended to decline after that year. Courses offered by colleges and universities, on the other hand, tended to increase in enrollment. This was due largely to the great number of institute-substitute courses now permitted throughout the State, particularly after 1925.

Part-time residence courses rendered considerable service in colleges and universities to elementary teachers-in-service but scantly so in the State normal schools. Other types of approved training consisted of preparation received in such special institutions as business schools, art schools, schools of music, and schools of home economics.

Correspondence courses were organized largely for the purpose of providing training for those elementary teachers unable to secure training under headings listed above. This type of training, although originally begun in most of the State normal schools, came to become centered in one State normal school. Certain of the colleges, particularly Pennsylvania State College, also offered courses of this type. Correspondence courses thus seemed to fill a small but necessary place in the teacher training scheme.

In order to ascertain the nature and extent of contacts made by State normal schools of Pennsylvania with their graduates, a study was attempted having in mind a comparison of such contacts and relationships with similar teacher training relationships in other States. Inasmuch as the standard unit of training accepted for certification was the *course*, it was deemed advisable to ascertain if such teacher training contacts and relationships had any relation to (a) the certification function, (b) modification of courses offered as units of instruction and certification credits. Replies were received from 150 teacher training institutions of the United States and possessions and showed that, excepting in isolated instances, no general movement in this direction in this State or in other States had stood out prominently. A few of the plans as developed were set forth in some detail. On the other hand, most of these officials admitted quite frankly the desirability of such contacts and relationships and, where they have been tried out, reports indicate that results achieved have been of undoubted value.

In the light of these statements, *it seems certain that the results of such*

contacts and responsibilities should be linked with the certification function in such a manner as to assure the officials granting such certificate of the desirability and expediency of such issue.

Finally, despite the several changes in educational leadership, particularly in the office of State Superintendent of Public Instruction as well as in the Governor's chair, a continuity of policy and a unity of purpose towards the fulfillment of the intent of the Edmonds Act was evident after every official change. Such an attitude of official co-operation served to keep the ideal of a standard trained elementary teacher in every classroom in the State by 1927 before the teaching profession at all times.

CHAPTER III

Comparative Educational Training of Elementary Teachers-in-Service in Pennsylvania, Who Entered Teaching Prior and Subsequent to September, 1921

1. The Study Described

The Edmonds Act, in common with a recognized tendency in teacher training circles, sought to determine definitely the standard training of the elementary teacher in the public schools of the Commonwealth. The phrase "qualifications . . . , including not less than graduation from a State Normal School of this Commonwealth, or equivalent training"[1] was interpreted to mean "two years of approved post high school training." Pennsylvania then deliberately set about to raise the minimum educational standard of all elementary teachers of the State to this level. A comparison of the training of elementary teachers entering teaching before and since 1921, in relation to the agencies used in their training, forms the basis of the discussion in the present chapter.

This study as a whole concerns elementary teachers-in-service, who are defined for the purposes of this study as elementary teachers teaching in any of grades one to six inclusive, if the school system in which they are teaching is organized on the six-six plan, or in any of grades one to eight inclusive, if such system is organized on the eight-four plan. In no case are teachers teaching in junior high schools, organized as such, or kindergarten teachers included. Again, elementary teachers who entered the service subsequent to September 1, 1927, are not included for the reason that, according to the Act, such teachers were expected to have had the qualifications required of "beneficiaries of this Act." This explanation is necessary at this point in order to make clear the nature of

[1]Pennsylvania School Code, 1921, Section 1210, No. 13.

the data included in this chapter. The use of the term elementary teacher-in-service is to be interpreted within the limitations set forth above.

It had been the first intention of the writer to gather this data as of March, 1927, in order to include all elementary teachers then in service, and plans had been made in this direction. It was soon discovered, however, that the summer of 1927 still provided additional educational opportunity for those elementary teachers who had not yet secured standard training as required by the Act. Then again, a study begun at that time failed to take into consideration that group, however small, who might be eliminated from the service, either because they were unable or unwilling to secure the additional training necessary to obtain a renewal of their certificates or a translation of their present partial or emergency certificates into one of a higher grade.

In the data collected from *teachers who were successful in remaining in service after the time limit as set forth in the Act*, the status of elementary teachers now in service, excluding new entrants as of September, 1927, may be revealed with reasonable accuracy.

A study of our problem must take into consideration the situation as it is revealed in the State by districts. The Edmonds Act was based upon the principle that increased qualifications shall accompany increased remuneration, and arranged a different salary schedule in each of the four classes of districts.[2] Teachers of first class districts benefit most by this schedule; teachers of second class districts secure greater advantages than do those of the third. Moreover, the teachers of the fourth class districts, by far the largest group, were guaranteed the least financial remuneration of any. For this great group was provided a minimum salary of one hundred dollars a month for elementary teachers with standard training, no mention being made of length of term or of increments. Thus it would seem that each group of teachers received a different remuneration from the others. In addition, teachers of the third and fourth class districts were, in many cases, farther removed from the means of improvement. Standards of training were enforced differently in many districts.

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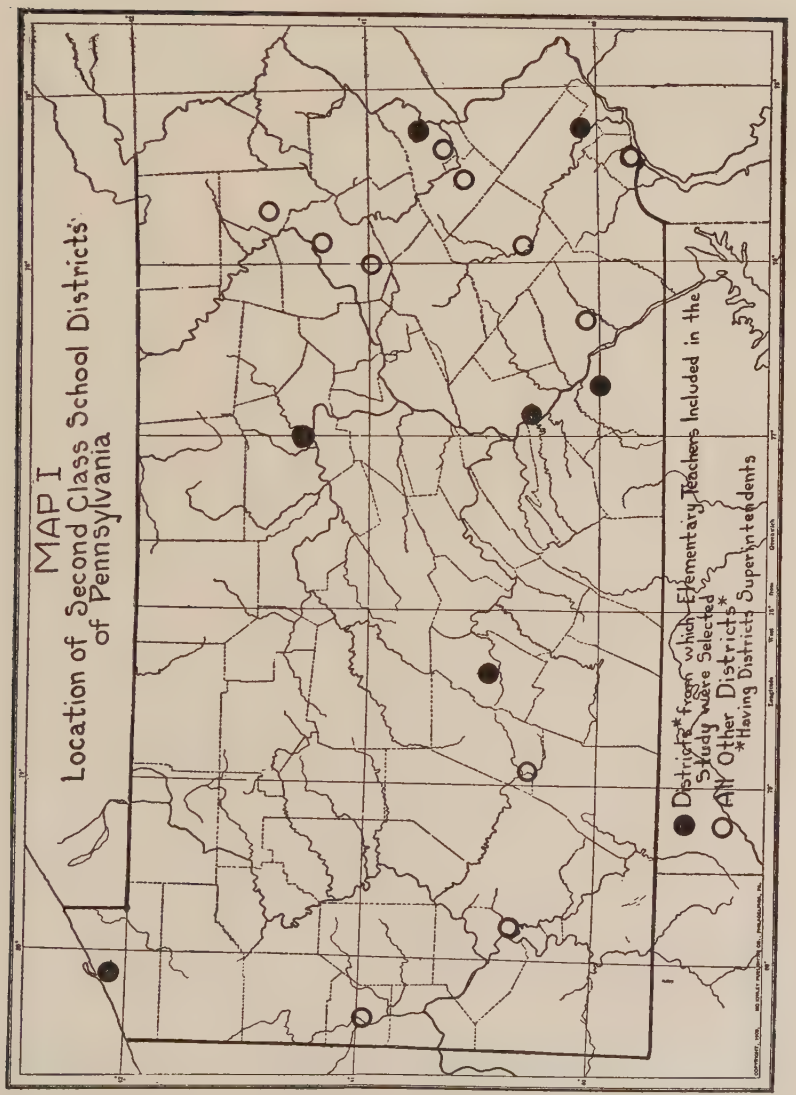
[2]Article I of the School Code of Pennsylvania sets forth the specific legal requirements for districts in this State. Briefly, however, districts are classified as follows:

First Class—Having population of 500,000 or more.
Second Class—Having population from 30,000 to 500,000.
Third Class—Having population from 5,000 to 30,000.
Fourth Class—Having population less than 5,000.


MAP I
Location of Second Class School Districts of Pennsylvania
Districts* from which Elementary Teachers Included in the Study were Selected
All Other Districts*
*Having Districts Superintendents

Hence the necessity for separate consideration of each class of district as a distinct unit in this study.

Finally, it was decided to eliminate the two first class districts, Philadelphia and Pittsburgh, from the study, since these teachers were least affected by the provisions of the Act, having had, for some time previous, standards superior to the requirements of the Law. *The study, then, concerns elementary teachers-in-service, teaching in second, third, and fourth class districts of the State, who entered the service prior to September, 1927.* Inasmuch as there are 34,424 elementary teachers in these districts[3] a form of sampling was agreed upon. Of the eighteen cities in second class districts (cities of 30,000 to 500,000 in population), seven were selected based on their geographical distribution. These cities were Altoona, Easton, Erie, Harrisburg, Norristown, Williamsport and York.[4]

Of the 139 cities in third class districts, cities of 5,000 to 30,000 population under a district superintendent, every third city was selected, making a total of 46 third class districts included in the sampling.[5] In the case of four superintendents who failed to respond, others were selected similarly to complete the number originally agreed upon. In fourth class districts, the county was used as the unit, inasmuch as all teachers of this class are directly under the supervision of the county superintendent.

The same eighteen counties used by Dr. LeRoy A. King, in his study of the rural teachers of the State[6] were originally selected for the purpose of securing comparative data. Three counties of this group failed to respond and four other counties, similarly situated, were substituted; the fourth county being selected in order to include in the distribution a fairer proportion of elementary teachers-in-service as compared with the total number. The interest and co-operation of the Department of Public Instruction generally and of the State Teacher Bureau in particular

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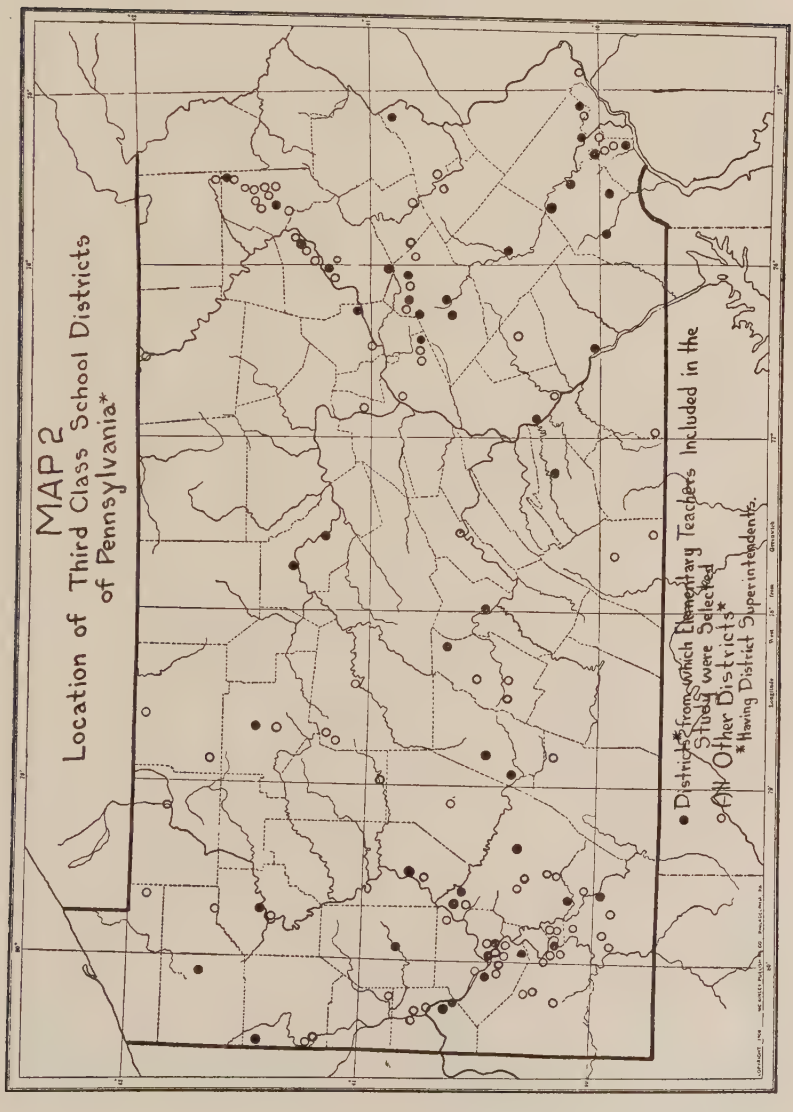
[3]1925-26. Last figures available at time this was written; 1927-28 figures would show a slight increase.

[4]See Map I.

[5]See Map II.

[6]King, LeRoy Albert, Status of the Rural Teacher in Pennsylvania, Bureau of Education Bulletin, 1921, No. 34. See page 3 of his study for justification of counties used. Similar counties used in this study were selected because they seemed to represent a distribution of the elementary teachers of the State geographically. They represent approximately one-third of the counties of the State. See Map III.


MAP 2
Location of Third Class School Districts of Pennsylvania*
• Districts* from which Elementary Teachers Included in the Study were Selected
○ Other Districts*
* Having District Superintendents.

were secured through personal visitations. A letter from the Department over the signature of Dr. James N. Rule, Deputy Superintendent, was prepared,[7] setting forth the nature of the investigation and enlisting the co-operation of superintendents and the teachers throughout the State. This co-operation has been invaluable in securing the interest of school people of the State and insuring, to a marked degree, the promptness and accuracy of returns.

In addition, the co-operation of the authorities of the School of Education of the University of Pennsylvania has been invaluable. Permission was given to use the name of the University of Pennsylvania generally and of the School of Education in particular on all questionnaires and other material sent throughout the State.

Without the co-operation of the above-named agencies, this study would not have been possible.

The questionnaire which was finally evolved passed through a long history. Being prepared initially in a smaller form for distribution in one county of the State as early as 1926, the blank was revamped many times until it reached its present form.[8]

In the meantime, letters were addressed to the county and district superintendents of the districts chosen for special investigation, requesting a list of their elementary teachers, with the further request that they *check once* those teachers teaching in elementary schools according to the classification given above, and to *double-check* all elementary teachers who had entered the service since September, 1927. This latter precaution was taken in order to avoid, as far as possible, sending questionnaires to teachers entering since the above date.

In order to assure elementary teachers of fourth class districts under county superintendents to whom questionnaires were sent direct as to the beneficent nature of the investigation, it was deemed advisable to request

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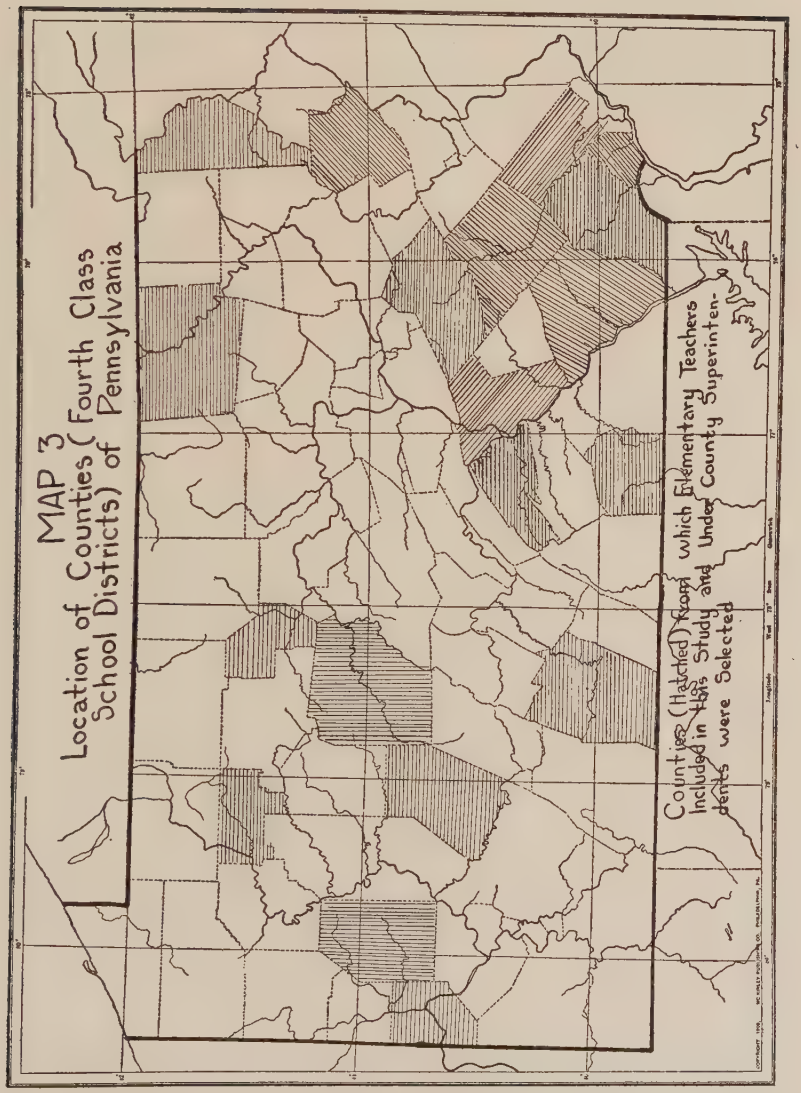
[7]See copy of letter in Appendix. The State Department throughout the study has been extremely cordial in its co-operation.

[8]The decision, because of the extensive nature of the information desired, to use the Hollerith Mechanical system of tabulation necessitated the careful preparation of the blank with this end in view. At the same time punch cards were prepared in the usual accepted manner and submitted to the Statistical Division of the Department of Public Instruction as well as to officials of the Tabulating Service Company of Philadelphia for criticism and suggestions. They were then tried out several times and rearranged in order to facilitate the final tabulation. Finally, the questionnaire was completed in its present form and made ready for distribution among the elementary teachers of the State.


MAP 3
Location of Counties (Fourth Class School Districts) of Pennsylvania
Counties (Hatched) from which Elementary Teachers Included in this Study and Under County Superintendents were Selected

the county superintendents to enclose, with the teacher lists, a letter endorsing the project, which could be duplicated and placed in the letter containing the questionnaire. It was later observed that this precaution had much value in that it informed the teacher of the nature of the study and seemed to instill in her the confidence and authority necessary to fill out the blank accurately and return the same promptly.

The various lists of teachers as they were received were arranged alphabetically. Every *third* teacher was again checked and given a number for identification purposes. Care was taken to include only those elementary teachers who fulfilled the conditions set forth above.[9] In all 3152 elementary teachers were selected and the 1405 returns received from this group form the basis of the data used in this chapter.

During the week of February 6, 1928, the questionnaires were placed in the mails. In every envelope which was addressed to the teacher personally, there was placed a copy of the questionnaire, a copy of the letter from the Department of Public Instruction, a stamped, self-addressed return envelope, and in fourth class districts also a copy of the letter addressed to the teachers of the county from their County Superintendent. In second and third class districts, these letters were sent for distribution in a packet addressed to the superintendents of the districts chosen, who kindly consented to hand them to the teachers addressed. In fourth class districts the letters were mailed direct to each teacher.

Replies in most instances came in promptly. It was necessary in a few cases to send follow-up letters to certain of the superintendents acquainting them with the names of those who had not replied and urging them to secure as many returns as possible. The co-operation of superintendents throughout the study has been invaluable. Not a single instance of lack of real assistance on their part is recorded among those participating.

Out of the 1405 returns received (over 44 per cent), 1290 were used in the study. Most of those eliminated were from beginning teachers who had entered the profession since September, 1927, and therefore could not be used.[10]

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[9]See page 116.

[10]Because of the co-operation received from the Department of Public Instruction, the University of Pennsylvania, and the superintendents themselves, the questionnaires were, on the whole, carefully and fully answered. In a few cases where it was apparent that the teacher failed to answer a part correctly, that part of the blank, and in some instances the whole blank, was omitted. In order to confirm material which teachers had forwarded, a verification of approximately

Out of a total of over 55,000 teachers in the State of Pennsylvania in 1925-26,[11] 42,573, or 76 per cent, were elementary teachers. Inasmuch as the elementary teachers of Philadelphia and Pittsburgh are not included in the returns, this study, limited to the elementary teachers of second, third, and fourth class districts of the State, comprised approximately 81 per cent of the total. Over half (53 per cent) of all elementary teachers are in fourth class districts, 17 per cent in third class districts, and nearly 10.5 per cent in second class districts. This, then, will indicate the general distribution of the group under consideration.

Net returns from elementary teachers of the three classes of districts used in this study total 1290 cases. Inasmuch as the major part of this chapter concerns *a comparative study of elementary teachers entering the service prior to September, 1921, as compared with those entering since September, 1921,*[12] a table has been prepared showing the distribution of these teachers as they entered the service in five year periods. Since 1920, the interval has been reduced to one year in order to give a more adequate idea of the distribution of these teachers in recent years.

2. Distribution of Elementary Teachers-in-Service in Pennsylvania

A sound certification law designed to encourage teachers to grow in service must consider the problem of retention in service long enough to provide for such professional growth and development. One may argue, however, that retention in service is at heart an economic problem for a State; yet, be that as it may, teachers must be retained in service sufficiently long for any policy of growth to become effective. From the

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300 questionnaires was made from similar material available in the files of the Department of Public Instruction. Much of the data on file in the Department is personal in character. Insofar as comparable material was at hand, it was found that both groups of material agreed to such an extent that it was felt that the data revealed in the questionnaires represented the true status of the teacher reporting.

Initial tabulation of returns was begun on April 3, 1928. Punch cards for transferring data had already been prepared in the usual manner. Tabulation of returns on each questionnaire required six cards. Every card was verified and every precaution taken to secure accuracy of results. Final tabulation of returns was completed under the direction of the Industrial Research Bureau of the University of Pennsylvania.

[11]Annual Statistical Report of the Department of Public Instruction, 1925-26. The distribution used was the latest data available.

[12]Due to the slightly larger number of teachers employed, the percentage would vary slightly if figures were available for school year 1927-28.

table it will be noted that approximately one-half of all elementary teachers included in this study began teaching since 1920; in fourth class districts, one-half since September, 1921: the beginning of the period of

TABLE 9

DISTRIBUTION OF ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA BY CLASSES OF DISTRICTS ACCORDING TO THE YEARS THEY BEGAN TO TEACH

	2nd class	3rd class	4th class	Total
1875-79	....	....	1	1
1880-84	....	3	10	13
1885-89	7	11	20	38
1890-94	5	19	25	49
1895-99	13	18	33	64
1900-04	12	22	43	77
1905-09	19	43	48	110
1910-14	21	44	56	121
1915-19	18	64	86	168
1920-21	4	15	30	49
1921-22	4	16	44	64
1922-23	12	25	40	77
1923-24	8	28	51	87
1924-25	15	34	64	113
1925-26	7	37	66	110
1926-27	15	42	88	145
Unknown	1	....	3	4
Totals	161	421	708	1290
Per Cent of Elementary Teachers in State	3.6	5.7	3.2	3.8
Q 1	1905.8	1908.75	1909.6	1908.6
Median	1915.9	1919.0	1921.01	1920.04
Q 3	1923.6	1924.2	1924.65	1924.1
Q. D.	8.9	7.72	7.5	7.9

Read Table as follows: 7 teachers now teaching in second class districts reported that they had begun teaching between 1885-1889, etc.

intensive training under the Edmonds Act. In third class districts, the median elementary teacher began to teach in 1919, and in second class districts about 1916. Older and more experienced teachers are found in

our larger towns and cities. If the statement may be made at this point without presenting evidence, means of training in service are apparently made more available to the city elementary teacher than the elementary teacher of fourth class districts. No one would deny then the necessity for concentrating on improvement facilities where they seem to be most urgently needed, that is, in fourth class districts. Where the need is, there is where the service should be.

It would be difficult to reconcile this state of affairs with the principle expressed above that every child should have an equal chance to come under the influence of a competent and adequately trained teacher. Children in a State are not granted equal educational opportunity when a State permits an unequal distribution of its teachers as to training, maturity, and experience. Any State certification law should recognize this relationship as to the original qualifications of its elementary teachers, the distribution of opportunity for improvement while in service, and the equalization of educational opportunity for all the children of the Commonwealth.

3. Ages of Elementary Teachers When They Began to Teach

The State School Code requires that "Every teacher employed to teach in the public schools of the Commonwealth . . . must be at least eighteen years of age."[13] This age requirement was fixed by the School Code of 1911 in order to insure "more mature" teachers for the children of the Commonwealth. This minimum prerequisite now seems to be almost universal[14] among the States of the Union, being specifically mentioned in 32 States. Rhode Island requires a minimum of 19 years, Florida, Maine, Minnesota, and Vermont, 17 years, and Alabama 16. No mention is made of an age requirement in the data presented in ten other States.

At what ages do elementary teachers begin to teach in the selected classes of districts in Pennsylvania?

	Q_1	M	Q_3	Q.D.
2nd Class	19.05	20.4	21.5	1.22
3rd Class	18.87	19.85	21.06	1.08
4th Class	18.6	19.5	20.74	1.07
Total	18.7	19.73	20.94	1.12

[13]Pennsylvania School Code, Section 1202.

[14]Cook, Katherine M., State Laws and Regulations Governing Teachers' Certificates. Bureau of Education (1927), No. 19, page 278.

Table 10

AGES OF ELEMENTARY TEACHERS WHEN THEY BEGAN TO TEACH IN PENNSYLVANIA IN RELATION TO PERIODS WHEN THEY BEGAN TO TEACH

	15	16	17	18	19	20	21	22	23	24	25-6	27-8	29	Unknown	Totals
2nd Class															
Before 1900	1	....	7	4	2	4	1	4	1	....	....	....	1*	....	25
1900-09	1	2	1	5	2	8	3	1	2	....	3	....	....	3	31
1910-19	....	....	....	7	3	16	4	4	1	1	....	3	....	....	39
Since 1920	....	....	....	10	14	21	11	5	1	....	1	....	1†	2	66
Totals	2	2	8	26	21	49	19	14	5	1	4	3	2	5	161
													*34	†37	
3rd Class															
Before 1900	....	3	8	12	15	8	1	3	1	....	....	....	....	....	51
1900-09	....	2	2	17	15	8	9	5	2	....	2	1	....	1	64
1910-19	....	....	1	33	34	17	9	7	3	1	1	....	1*	1	108
Since 1920	....	....	1	38	43	52	31	13	5	1	5	1	4†	4	198
Totals	....	5	12	100	107	85	50	28	11	2	8	2	4	6	421
													*37	†36	
4th Class															
Before 1900	....	4	11	24	14	10	14	6	3	....	1	....	1	1	89
1900-09	....	....	18	21	18	15	10	3	4	1	1	1	....	....	92
1910-19	....	1	3	49	32	24	13	10	3	1	1	1	2	2	142
Since 1920	....	....	....	129	109	72	37	12	6	2	6	3	7	2	385
Totals	....	5	32	223	173	121	74	31	16	4	9	5	10	5	708
Total															
Before 1900	1	7	26	40	31	22	16	13	5	....	1	....	2	1	165
1900-09	1	4	21	43	35	31	22	9	8	1	6	2	....	4	187
1910-19	....	1	4	89	69	57	26	21	7	3	2	4	3	3	289
Since 1920	....	....	1	177	166	145	79	30	12	3	12	4	12	8	649
Totals	2	12	52	349	301	255	143	73	32	7	21	10	17	16	1290

Read Table as follows: One elementary teacher who began teaching before 1900, and is now teaching in second class districts, was 15 years old when she began to teach, etc.

A Comparison of Median Ages of Teachers Before Beginning Teaching

2nd Class	Median Before 1920, 20.4.	After 1920, 20.33
3rd Class	Median Before 1920, 19.5.	After 1920, 20.3
4th Class	Median Before 1920, 19.5.	After 1920, 19.6
Total	Median Before 1920, 19.6.	After 1920, 19.86

Table 10 reveals the present situation as based upon the teachers included in this study. The median elementary teacher in second, third, and fourth class districts of this State begins to teach at 19.73 years of age. Before 1920, the median teacher began to teach at 19.6 years. Of the teachers entering since that date, the median entering age in the State is 19.86 years, recent teachers thus being slightly more mature. In second class districts the teachers are slightly less than a year older than the median teacher indicated above upon beginning teaching, due no doubt to the higher average age of the high school graduates in those districts. Viewing the median age of all teachers reporting, the facts seem to indicate that, since 1920, the median age of elementary teachers entering the profession since that date has increased .28 years, or about three and one-third months.

In his study of the "Status of the Rural Teachers in Pennsylvania,"[15] Dr. King found that the median age when teachers began to teach in rural schools was 19.2 years. This was increased in ten years to 19.5 years. The middle fifty per cent of both groups in ten years shows about the same average increase.

State teachers colleges in Pennsylvania now offer a four-year course for elementary teachers. This naturally will lengthen the period of training by two years and, as an increasing number of young people graduate from these four-year courses, the entering age of teachers will be correspondingly increased. In the not far distant future, State recognition of a higher entering age of teachers in connection with their certificate-granting power will undoubtedly become a problem for major consideration. Is a young man or young woman eighteen years of age of sufficient maturity for successful teaching in elementary schools under modern conditions? This question may well be asked in view of the longer period of preparation required in other professions in which entrance is delayed for several years later than is entrance into the profession of teaching.

[15]King, op. cit., page 136.

4. Present Ages of Elementary Teachers

The problem indicated above becomes more significant when viewed in connection with the present ages of teachers. Table 11 shows the present ages of elementary teachers as of February, 1928, in the classes

Table 11

PRESENT AGES OF ELEMENTARY TEACHERS IN DISTRICTS OF SECOND, THIRD AND FOURTH CLASSES IN PENNSYLVANIA

	2nd class	3rd class	4th class	Totals
Under 20 Years	0	1	15	16
20-24	43	137	256	436
25-29	22	76	141	239
30-34	22	61	78	161
35-39	22	41	58	121
40-44	15	32	43	90
45-49	10	27	38	75
50-54	14	28	30	72
55-59	7	6	27	40
60-64	3	7	18	28
65-69	0	1	2	3
Unknown	3	4	2	9
Totals	161	421	708	1290

	2nd Class	3rd Class	4th Class	Total
Q 1	24.68	23.80	23.2	23.5
M	33.1	29.6	27.4	28.9
Q 3	43.1	39.5	38.5	39.8
Q D	9.21	7.8	7.6	8.1

Per Cent of Teachers:	2nd Class	3rd Class	4th Class	Total
Under 25 years of age	26.7	32.7	38.2	35.3
Over 50 years of age	16.7	10.9	11.1	11.78
Over 60 years of age	1.8	1.9	2.8	2.4

Read Table as follows: 43 elementary teachers now teaching in second class districts in Pennsylvania are between 20 and 24 years of age, etc.

of districts indicated. The median age of the elementary teachers reported is nearly 29 years; in fourth class districts, 27.4 years; third class, 29.6 years; in second class, 33.1 years. Teachers are older and more mature in second class than in fourth class districts. These figures do not

appear so significant until it is pointed out that over thirty-five per cent of all elementary teachers reporting are under twenty-five years of age. In fourth class districts, this amounts to 38.2 per cent, and drops to 26.7 per cent in second class districts, with 32.7 per cent for districts of the third class.

At the other age extreme, only 2.4 per cent are over 60 years of age, and nearly 12 per cent over 50 years of age. Under the State Retirement Law, teachers may retire at 62 and must retire at 70. Between the ages of 25 and 50 years, the years when an individual is usually considered to be in his prime mental and physical condition, are included slightly more than half (52.9 per cent) of our elementary teachers.

Efficiency of teachers in a Commonwealth will be secured neither by young teachers alone nor by older teachers alone. The former may have the training and lack in maturity and experience; the latter may have the experience but may live in the past as to methods and attitudes. These facts appear all the more apparent when viewed from the standpoint of the educational opportunity offered in the different classes of districts. Too often, because of larger salaries and superior working conditions, teachers, having served an apprenticeship in the schools of fourth class districts, are drawn into larger districts offering better opportunities. This penalizes the children of those districts by forcing upon them younger and immature teachers who are, usually, compelled to work out their own teaching problems with little, if any, supervision or assistance. This becomes quite evident when, from the previous table, it is pointed out that, fourth class districts having over fifty-three per cent of all elementary teachers of the State, over thirty-eight per cent of these teachers are young people not yet twenty-five years of age. It becomes more evident when it is further pointed out that many of them will not remain in the profession for any considerable length of time. Such a situation suggests the need for some plan in order to increase the average maturity of the elementary teachers of our children, particularly in fourth class districts.

There is no legal provision in the present teacher-training requirements making necessary an elementary teacher trained at the expense of the State to obligate himself to serve as a teacher for any number of years after graduating. Present requirements merely specify a certain minimum number of years of successful experience for higher grades of

certificates. Greater maturity of experience of elementary teachers being highly desirable, some study and application of the successful means used in other States and in certain foreign countries, particularly France and Germany, toward this end is suggested.

5. Sex of Elementary Teachers

Table 12 shows the distribution of the elementary teachers included in the study according to sex. In each of the second and third class dis-

TABLE 12

SEX OF ELEMENTARY TEACHERS IN PENNSYLVANIA IN RELATION TO YEARS THEY BEGAN TO TEACH (DECADES)

Beginning Teaching	2nd Class			3rd Class			4th Class			Total		
	M	W	T	M	W	T	M	W	T	M	W	T
Before 1900	3	22	25	4	47	51	34	55	89	41	124	165
1900-09	2	29	31	4	60	64	21	71	92	27	160	187
1910-19	2	37	39	11	97	108	24	118	142	37	252	289
Since 1920	4	61	65	10	187	197	61	322	383	75	570	645
Unknown	....	1	1	....	1	1	1	1	2	1	3	4
Totals	11	150	161	29	392	421	141	567	708	181	1109	1290
Per cent 1927-28	7	93	100	7	93	100	20	80	100	14	86	100
*Per cent 1923-24	....	....	....	....	....	....	....	....	....	13.1	86.9	100

Per Cent of Men Remaining in the Profession Who	2nd Class	3rd Class	4th Class	Total
Entered before 1900	28	14	24	23
Entered 1900-09	18	14	15	15
Entered 1910-19	18	38	17	20
Entered since 1920	36	34	44	42
Per cent men are of total	7	7	20	14

Read Table as follows: Three men elementary teachers in second class districts began teaching before 1900, etc.

*Annual Report, Department of Public Instruction.

tricts, seven per cent of all elementary teachers are men. In fourth class districts one-fifth are men. In all districts, there is a total of 14 per cent men and 86 per cent women. Comparing these per cents with similar figures for school year 1923-24, it is noted that, at that time 13.1 per cent were men and 86.9 per cent women, showing that the relation

between the sexes entering the profession in recent years remains approximately the same.

Is the number of men teachers entering the elementary teaching profession increasing? Our table reveals that, in the second class districts, of the men teachers remaining in the profession, sixty-four per cent entered before 1920 and thirty-six per cent entered since that date. In third class districts the ratio is quite similar, but, in fourth class districts, fifty-six per cent entered before 1920 and forty-four per cent since that date. Viewing the totals in all classes, forty-two per cent of all men teaching in elementary schools had entered since 1920. This may be explained in three ways:

1. Many young men in former years used the teaching profession as a temporary expedient, and, after teaching for a few years, entered other occupations or vocations.
2. The Great War tended to withdraw men from the teaching professions.
3. The increased remuneration of recent years has attracted young men in increasing numbers.

It might be well to call attention to another interpretation that may be offered in connection with this table. These figures may reveal the number of men teachers *retained* by the profession as of a certain period rather than the number *entering* the profession. This point of view is quite natural and can quite easily be accepted. King found the per cent of men teachers in rural districts in 1919-20 to be twenty-four per cent, with seventy-six per cent women. The present figures in fourth class districts indicate twenty per cent men and eighty per cent women, a decrease in number of men of four per cent from King's figures. Similarly for the State in 1918 he found, 17.6 men and 82.4 women, compared with fourteen per cent men and eighty-six per cent women for the State in 1927, a decrease of 3.6 per cent in the number of men.

While there seems to have been a decline in the proportion of men teachers in elementary schools since 1918, our data appears to indicate that this decline reached a plateau stage about 1923 and that there is a very slight increase in the number of men entering the profession since 1920. This may have been due to the higher salaries offered through the salary features of the Edmonds Act.

Should men teachers be encouraged to enter the lower grades of the

elementary school? Are men teachers as efficient and as sympathetic with little children as are women? Should men teachers be certificated to teach children below a certain grade? It seems to the author that studies of this problem should be made in order to determine the policy of the State in regard thereto. No data are at hand in connection with training-in-service and resultant advance in certification to indicate whether or not men teachers respond as well as women teachers to inducements offered for training in service. This phase of the problem is closely related to teacher training and certification and further studies will be needed to determine the extent of the relationship.

6. Marital Status of Elementary Teachers

Much discussion in recent years, particularly since the supply of elementary teachers has been increased, has been centered around the married woman teacher, particularly concerning the married woman teacher with home responsibilities.[16] The issue becomes two-fold; first, shall the obligation of the State extend to finding places for the graduates of the normal schools and State teachers colleges as they are prepared by the State to enter the profession? *and,* second, shall those teachers who desire to marry after several years of experience continue to assume both the obligations of the home as well as of the school? Can such a teacher successfully perform both functions? Is the State obligated in any way, when no teacher emergency exists, to provide accommodations for the young teachers? Who is the more efficient in the schools: the married woman teacher with more experience, or the single young graduate with more modern methods?

This situation is related to the problem of State certification and training in service in a vital way. The duty of the State is to secure the best possible teachers for the children of the citizens and State certification is a means by which this may be accomplished. If it is found upon investigation that any group of teachers-in-service fails to measure up to such requirements as may be announced by a State, other sufficiently qualified teachers being available, surely there is only one course of action for such a State to pursue. If, on the other hand, such a group of teachers has been found upon investigation to contribute much to the educational

[16]See articles appearing in the Pennsylvania School Journal, 1927-28. Also The Nation's Schools, 1928.

well being of the children of that State, the course of action is equally clear and definite. The purpose of the discussion at this point is not to present a brief for or against the married woman teacher from the standpoint of her efficiency in service, but to present a condition and to relate definitely the problem to that of State certification and training in service.

Tremendous economic waste is bound to occur in a State which trains its elementary teachers for such short time service as is common in the United States.[17] Consideration must be given to the problem of losing the results of training in service, of advanced certification, as well as of increased maturity when such a large teacher turnover exists. A partial solution of the problem is suggested by the possible retention of the married woman teacher in the service through employment on a half-time basis. In this way two married women teachers would be able to give the full-time service of one single teacher and at the same time have ample time for the care of their homes. Current practice in the training of elementary teachers for the public schools of a State can be viewed from no other angle than that of varying degrees of economic and professional waste.

At the present time, local conditions and policies control the situation. A school district may decide:

1. To employ no married women teachers.

2. To allow married women teachers already in the system to remain, but employ in the future no married women teachers, with the proviso that, if a teacher marries during the period of her contract, her contract becomes from that moment null and void.

3. To ignore the matter and employ any teacher as the best available person for the position.

4. To favor the retention and employment of as many married women teachers as possible on the ground that they are more mature and experienced and will be more likely to remain in the system.

A careful study of the relative effectiveness of the single versus the married woman teacher will have to be made before any conclusion can be drawn on this subject. However, it seems quite probable that, when there is a surplus of elementary teachers being trained in our elementary

[17]See The Problem of Teacher Tenure, Research Bulletin of the National Education Association, Vol. II, No. 5, November, 1924, especially Table 3, page 144.

teacher training institutions, some responsibility rests with the State to see that these young people find an opportunity to enter and grow in the profession for which they specifically prepared themselves, and in whose preparation the State itself has expended substantial sums.

In a properly planned State system of elementary teacher training, should a continued surplus of elementary teachers appear? How can a State justify the production of such a continual surplus of teachers with the economic waste involved and the years of preparation that may apparently come to naught as far as direct service to the State is concerned?[18]

What is the present situation in Pennsylvania? In districts of the second, third and fourth classes, 20.7 per cent of elementary teachers are married; of these 12.2 per cent are married women. The largest proportion of these teachers are found in fourth class districts where one-sixth (16.6 per cent) of the elementary teachers are married women. The proportion of married women teachers in the second and third class districts are the same, being both six per cent, or about one teacher in sixteen.

A very small proportion of our elementary teachers are widows—about one in twenty-five. These are equally distributed among the districts included in this study. As to widowers, only four-tenths of one per cent have remained in the teaching profession and are now teaching in the public schools of the Commonwealth.

Let us look at another angle of the present situation: that of the number of children which these teachers must support in relation to the years they began to teach. On the basis of need for support for children, one may consider those with one or more children and those with none. Data which has been collected show that in all districts 7.3 per cent of elementary teachers included are married women with no children. Should these teachers be allowed to continue to teach since they have a husband to support them and have the care of a home in addition, OR, because they have no children, should they be permitted to continue to teach because they are experienced teachers and, with both incomes, can well afford to employ the necessary assistance to care for the duties of the household?

From the same data, 4.9 per cent or nearly one elementary teacher in

[18]See discussion of the present situation regarding the supply of elementary teachers in this State in Chapter V.

twenty is a married woman with one or more children (median is 2.2 children). These figures seem to indicate that most of the married women elementary teachers in Pennsylvania have no children. Is the married woman elementary teacher thereby better able to care for the duties of the home because of the absence of parental duties? Should the married woman teacher with children be permitted to neglect apparently her home and her children and continue to teach in the public schools of the Commonwealth? On the other hand, should the opportunity for a teaching position be open to women (former teachers) who, having married, find themselves in need of support for themselves and their families even though they have a husband to keep them? These are questions that seem most difficult to decide. In fourth class districts the problem seems greatest when one finds that 9.3 per cent of all our women elementary teachers are married having no children, and 7.3 per cent of our women teachers are now teaching with a median of two children to support. *However, on the basis of half-time service such as has been suggested above, there is little necessity on the part of these teachers to neglect either home or school duties, provided they are conscientious in their attitude and successful in their work. In addition, remuneration for the support of dependents or for other surposes is thereby provided.*

Accepting the principle that training in service should be included among the duties of every elementary teacher, sufficient time must be allowed for such additional study. Household duties must receive secondary consideration in this instance. The suggestion, as above outlined, affords additional time for the fulfillment of the training-in-service function, thus overcoming objections as raised by many married women elementary teachers.

As to married men, it is generally agreed that such teachers give stability to the profession. These men for the most part are giving their entire time and attention to their school duties. The pity of the case is, however, that one finds three-fourths (seventy-six per cent) of these men teachers in fourth class districts, where salaries are the most meager and where it would seem most hazardous to undertake to support a median of three children upon an insufficient income. Again training-in-service becomes a matter for economic consideration. *In this instance is seems logical to assert that, if a State requires* additional training-in-service, a

suitable salary *remuneration should assist in making possible compliance* with the State's mandate.

7. Preparation of Elementary Teachers Before Beginning to Teach

The period of time designated by the Qualification and Salary Act for the preparation of teachers in the State of Pennsylvania, namely, September 1, 1927, has elapsed. Since the passage of the Act, every effort has been made to place a well trained teacher in every classroom in the State. This phase of the study is an attempt to compare the preparation received by the elementary teachers-in-service before beginning teaching, who entered the service before September, 1927, with those beginning teaching since that date. The unit of the length of preparation is the week. All returns in terms of years have been carefully computed on this basis due to the fact that the term *school year* is of varying length. In addition, it facilitates the inclusion of preparation received during spring or summer sessions of normal schools or colleges which are organized with the week as a unit.

Table 13 shows the preparation received in elementary schools in weeks by elementary teachers before beginning to teach. The median number of weeks of preparation received by teachers of all districts is 278.8 weeks. Those beginning teaching before 1921, the year the Edmonds Act went into effect, had a median elementary preparation in weeks of 277.7. Those entering after that date show a gain of 2.1 weeks. The greatest gain in any one type of district occurs in the third class, with a median gain of nearly five weeks, while the gain in fourth class districts is not so marked, being but 2.4 weeks.

These facts seem to indicate that the median teacher teaching in the elementary schools of Pennsylvania has had eight years of elementary preparation, averaging approximately thirty-six weeks to the school term. Slight variations in length of preparation may be partly explained on the basis of the lengthened school term which was part of the Finegan program.[19] This is particularly significant in noting the lower quartile variation. A gain of over twenty-nine weeks of preparation in all classes with an increase of over thirty-six weeks in fourth class districts gives some indication as to the increased opportunities for further elementary

[19]See discussion on length of school term, page 153.

Table 13

ELEMENTARY PREPARATION OF ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN WEEKS BEFORE BEGINNING TO TEACH

Number of Weeks	2nd Class			3rd Class			4th Class			Total		
	B*	A†	T	B	A	T	B	A	T	B	A	T
Below 150	1	....	1	4	....	4	1	....	1	6	....	6
150-174	....	....	....	1	....	1	14	3	17	15	3	18
175-199	4	....	4	2	4	6	24	17	41	30	21	51
200-224	6	1	7	30	16	46	69	9	78	105	26	131
225-249	1	2	3	47	3	50	13	48	61	61	53	114
250-274	8	11	19	6	25	31	65	106	171	79	142	221
275-299	52	33	85	111	105	216	125	148	273	288	286	574
300-324	22	13	35	26	28	54	15	18	33	63	59	122
325-349	....	....	....	1	....	1	2	1	3	3	1	4
350-over	2	....	....	....	....	....	2	1	3	4	1	5
Unknown‡	4	1	5	11	1	12	24	3	27	39	5	44
Totals	100	61	161	239	182	421	354	354	708	693	597	1299
Q 1	277.0	275.8	276.5	235.6	272.2	247.6	215.7	252.5	241.4	228.7	257.9	248.3
Median	288.5	287.1	288.0	280.4	285.1	282.6	267.0	273.2	270.8	277.7	279.5	278.8
Q 3	300.0	298.4	299.4	293.2	295.9	295.0	289.3	288.5	289.8	291.8	292.4	292.3
Q D	11.5	11.3	11.4	28.8	11.8	22.7	36.8	18.0	24.2	15.9	17.2	22.0

*B—Before 1921, *i.* e., entering teaching before September, 1921.

†A—After 1921, *i.* e., entering teaching after September, 1921.

‡Unknown—Not included in the final results.

Read Table as follows: One elementary teacher in second class districts who began teaching before 1921 had less than 150 weeks' elementary preparation before beginning to teach, etc.

preparation now available to the children of the Commonwealth. This fact seems quite significant.

The upper limits of the range in both cases equals the regular eight years of elementary preparation. As to the lower ranges, there are teachers teaching in the State of Pennsylvania who have had only seventy-two weeks of preparation in the elementary schools. This table reveals quite succinctly the wide variation in elementary preparation in Pennsylvania elementary teachers.

1) High School Preparation Before Beginning Teaching

Although secondary preparation in academies and similar institutions of learning was provided before that date, Walsh states that the first public high school in Pennsylvania was authorized in 1836.[20] The attitude towards public high schools appeared to have been conservative, and, as

Table 14

DEVELOPMENT OF HIGH SCHOOLS IN PENNSYLVANIA SINCE 1912[21]

Number of:	1912	1916	1920	1924
First Class High Schools	155	331	404	539
Second Class High Schools	259	275	262	223(a)
Third Class High Schools	442	368	288	182(b)
Junior High Schools (c)	.....	.....	.....	64
Senior High Schools (d)	.....	.....	.....	6
Junior-Senior High Schools (e)	.....	.....	.....	28
Total	854	974	954(f)	1042
Total High School Enrollment	84991(g)	108840	135239	263606(h)
Per cent increase over 1913 Enrollment	.....	28	60—	210

(a) Classified as Three Year High Schools.
(b) Classified as Two Year High Schools.
(c) No report available for earlier dates.
(d) Same as (c).
(e) Same as (c).
(f) Decrease due to State Policy of eliminating Third Class High Schools as rapidly as possible.
(g) 1913 totals; 1912 figures not available.
(h) Pupils enrolled in grades 9 to 12 only.

[20]Walsh, L. G. and M. J., History and Organization of Education in Pennsylvania. Indiana, Pa. Page 130 et seq.

[21]This table was compiled from State Reports over periods indicated.

late as 1860, only seventeen high schools were in existence in the State. The following table will give some idea of the growth of high schools in the State of Pennsylvania by four-year periods from 1912, one year after the School Code of 1911 went into effect, until 1924. The number of first class high schools over this period has increased from 155 to 539, an increase of 248 per cent, while over the same period there has been an increase in total high school enrollment of 210 per cent.

It is quite evident, then, that high school opportunities for prospective elementary teachers have been gradually increased over the period studied. It is logical to expect that the secondary preparation of these teachers before beginning to teach shall have been thus gradually and materially increased, particularly to the extent that this type of preparation was completed before entering the service. Having completed such preparation, these teachers were released to take professional work or advanced academic work as training-in-service for advancement in certification. As a result of the Edmonds Act many elementary teachers-in-service who lacked any portion of necessary secondary credits were compelled to secure this type of preparation in addition to other training for higher certificates. Those with much teaching experience were much more fortunate.[22]

Table 15 presents, in tabular form, reports from these teachers as to previous preparation in high school. Ninety per cent of all teachers teaching in the elementary schools of the State reported that they have received high school preparation. Eighty-four per cent of those entering before 1921 had received a certain proportion of this type of preparation, while ninety-eight per cent (nearly all elementary teachers entering since that date) have reported some secondary preparation. *Thus it seems that, to a remarkable degree, the State has succeeded in giving its elementary teachers that preparation which students of education formerly complained was frequently lacking.*[23] On behalf of young people themselves, it seems only fair to state that, given the opportunities for high school preparation, ambitious young people are eager and anxious to take advantage of the opportunities offered them. Even in fourth class districts, with its problems of transportation and apparent lack of

[22]See Chapter II, Section 5.

[23]See statements in Chapter I. It must be remembered, however, that in the case of elementary teachers with experience, this experience was used for secondary credits, being quite liberally dispensed.

facilities for this type of preparation, the same percentage of teachers now teaching in these districts since 1921 managed to secure high school preparation in an appreciable amount.

TABLE 15

HIGH SCHOOL PREPARATION OF ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN WEEKS BEFORE BEGINNING TO TEACH

Number of Weeks:	2nd Class			3rd Class			4th Class			Total		
	B*	A†	T	B	A	T	B	A	T	B	A	T
10-19	....	....	....	1	....	1	....	....	....	1	....	1
20-29	1	....	1	1	....	1	3	....	3	5	....	5
30-39	3	....	3	4	....	4	10	1	11	17	1	18
40-49	1	....	1	....	....	....	2	....	2	3	....	3
50-59	1	....	1	2	....	2	7	2	9	10	2	12
60-69	2	....	2	1	....	1	10	2	12	13	2	15
70-79	2	....	2	12	1	13	23	5	28	37	6	43
80-89	2	1	3	5	....	5	18	2	20	25	3	28
90-99	3	....	3	9	1	10	38	13	51	50	14	64
100-09	2	1	3	42	15	57	37	32	69	81	48	129
110-19	2	....	2	3	1	4	17	2	19	22	3	25
120-29	3	....	3	7	3	10	14	9	23	24	12	36
130-39	1	....	1	1	3	4	1	13	14	3	16	19
140-49	51	39	90	105	120	225	84	243	327	240	402	642
150-59	5	7	12	7	16	23	3	6	9	15	29	44
160-69	9	12	21	15	16	31	4	12	16	28	40	68
170-over	1	....	1	2	3	5	3	5	8	6	8	14
No High School Training	11	1	12	22	3	25	80	7	87	113	11	124
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Medians	144	147	145.5	142	145	144	107	144	141	137	144	142
Per Cent:												
High School Training	89	98	93	91	98	94	78	98	88	84	98	90
No High School Training	11	2	7	9	2	6	22	2	12	16	2	10

Read Table as follows: One elementary teacher-in-service who entered teaching before September, 1921, in second class districts, received from 20-29 weeks of high school training before beginning to teach, etc.

*See explanation Table 13.

†See explanation Table 13.

The median number of weeks of preparation received by all elementary teachers who reported any high school preparation is 142, which corresponds approximately to four years of thirty-six weeks each. Those teachers entering before 1921 received only 137 weeks of high school preparation; those entering after that date, 144. A gain in high school preparation of seven weeks, or approximately one-fifth a school year, is thus recorded for all elementary teachers now in service in the State of Pennsylvania in districts of the second, third and fourth classes. This increase is most remarkable in fourth class districts where a gain of thirty-seven weeks or a full school year has been achieved. The fact then that the median elementary teacher in fourth class districts has remained one year longer in high school since 1921 is significant.

Little increase in number of weeks attended is noticeable as to the high school preparation of elementary teachers of second and third class districts, due without doubt to more adequate facilities for high school preparation in these districts.

2) Training in Normal Schools

Prior to 1921, the normal schools of the State have had a varied history. Holland, in his study,[24] has traced with considerable detail the history and management of these institutions. The School Code of 1911 gave the authority to the State Board of Education for the purchase of these schools and the Legislature provided $400,000 for this purpose, this amount being later reduced to $100,000. But a beginning had been made, and by 1920 every normal school in the State became, in reality, a *State* normal school under the direct control of the Commonwealth at a cost to the State of $1,640,688. In addition to this amount the State held liens to protect its equity to the extent of $1,624,586, making a total expenditure of $3,265,254.[25]

It would have been impossible for the State to carry out an adequate teacher training program without State control over its teacher training institutions. These institutions, as has been set forth above, became, to a large extent, the means of training elementary teachers-in-service for advancement in certification and improvement in efficiency.

Tables 16, 17 and 18 show the training received by the elementary

[24]Holland, Ernest O., The Pennsylvania State Normal Schools and Public School System. Teachers College, Columbia Universiy, Contributions to Education, 1912.
[25]See table in Walsh, op. cit., page 261.

teachers of the State included in this study in the different sessions of the normal schools: regular session, spring session, summer session. Table 16 shows that 55 per cent of the elementary teachers now teaching in second, third, and fourth class districts of the State have attended normal

TABLE 16

TRAINING RECEIVED IN NORMAL SCHOOL (REGULAR SESSION) BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN WEEKS BEFORE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	1	....	1	....	....	....	1	....	1	1	....	1
10-19	....	....	....	1	1	2	6	4	10	7	5	12
20-29	....	....	....	....	....	....	4	2	6	4	2	6
30-39	3	3	6	12	17	29	21	20	41	36	40	76
40-49	3	....	3	7	....	7	7	2	9	17	2	19
50-59	1	1	2	3	1	4	1	4	5	5	6	11
60-69	1	1	2	3	4	7	4	1	5	8	6	14
70-79	30	45	75	63	110	173	51	137	188	144	292	436
80-89	2	1	3	15	3	18	11	....	11	28	4	32
90-99	....	....	....	2	....	2	3	1	4	5	1	6
100-09	3	1	4	7	5	12	23	10	33	33	16	49
110-19	....	....	....	....	....	....	4	....	4	4	....	4
120-29	....	....	....	3	....	3	12	....	12	15	....	15
130-39	....	....	....	....	....	....	1	....	1	1	....	1
140-49	....	....	....	5	1	6	9	....	9	14	1	15
150-over	....	....	....	....	....	....	10	7	17	10	7	17
No Normal Training	57	9	66	118	40	158	186	166	352	361	215	576
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent With Normal Training	43	85	60	51	78	73	48	53	50	48	64	55
Medians with Normal Training	74	74	74	75	74	74	78	74	75	76	74.5	75

Read Table as follows: One elementary teacher in second class district who began teaching before 1921 received from 0-9 weeks of training in the regular session of a State normal school before beginning to teach, etc.

schools. Only forty-eight per cent of those entering before 1921 attended this type of institution, but, of those entering since that date, the percentage has increased to sixty-four, a gain of sixteen per cent.

This increase is most remarkable in second and third class districts. In the former, the number of teachers who were graduates of a normal

school before beginning to teach has doubled since 1921 and has increased by 27 per cent in third class districts. The gain in fourth class districts is not so marked. This whole trend seems to indicate that normal graduates have tended towards larger town and city positions leaving nearly half of the positions available in fourth class districts to be filled by teachers who were able to secure licenses lower in status than normal certificates. This situation may be further explained on the basis of increased salary provisions for teachers of these districts as well as better working conditions, facilities, and supervision.

The median number of weeks attended by those teachers who enrolled in the regular session of the normal school before beginning to teach is seventy-five, equivalent to two years' training. This median number is approximately constant in all classes of districts. Ninety-five teachers, or thirteen per cent of the total number, attended forty weeks or less, equivalent to a single academic year, and 101, or fourteen per cent, attended 100 weeks or more, equivalent to three or more years in attendance. Many of those entering teaching before 1921, who attended more than two years, completed a certain proportion of their secondary work in the Normal School.[26]

As has been set forth in Chapter II, the summer sessions of the State normal schools were organized on a nine weeks' basis beginning with the summer of 1921. Many of these institutions were taxed to the utmost to care for the summer enrollments,

"being chiefly concerned with the task of making up the training deficiencies of teachers-in-service in order that these teachers may meet the requirements of the Edmonds Act."[27]

Table 17 shows that 20.4 per cent, or one-fifth of all elementary teachers of the State included in this study received training in summer sessions of State normal schools before beginning to teach.

Of the teachers entering the profession before 1921, only thirteen per

[26]Before the reorganization of the State normal schools, a considerable proportion of secondary work was offered in these institutions. For a description of the curriculums offered in State normal schools, see Holland's Study, op. cit., chapter 5; also Walsh, op. cit., page 254. The Pinchot Report: Educational Surveys, 1924, page 222ff, recommended very strongly that all secondary work of high school level be discontinued with the close of the academic year 1924-5. The numbers were sharply reduced and finally discontinued in 1927. Although this type of instruction was still offered in the summer sessions, including the summer session of 1927, certain institutions were designated to provide these facilities.

[27]Pinchot Report, op. cit., page 229.

TABLE 17

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN SUMMER SESSIONS OF STATE NORMAL SCHOOLS BEFORE BEGINNING TO TEACH

Weeks	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
3- 5	....	....	....	1	....	1	1	2	3	2	2	4
6- 8	7	2	9	9	3	12	15	4	19	31	9	40
9-11	4	4	8	3	10	13	24	119	143	31	133	164
12-14	1	....	1	1	....	1	2	....	2	4	....	4
15-17	1	....	1	....	....	....	3	....	3	4	....	4
18-20	3	1	4	....	....	....	8	13	21	11	14	25
21-23	....	....	....	....	....	....	3	....	3	3	....	3
24-26	....	....	....	....	....	....	....	1	1	....	1	1
27-29	....	....	....	1	2	3	1	1	2	2	3	5
30-32	1	....	1	....	....	....	1	....	1	2	....	2
33-35	....	....	....	1	....	1	2	....	2	3	....	3
36-38	....	....	....	1	1	2	1	1	2	2	2	4
39-over	2	....	2	....	....	....	2	1	3	4	1	5
No Summer Normal Training	81	54	135	222	166	388	291	212	503	594	432	1026
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent with Summer Normal Training	19	11	16	7	9	8	18	40	29	13	28	20.4
Medians in Weeks	11	10.1	10.5	8.5	10.5	9.8	10.9	10.6	10.7	10.6	10.6	10.6

Read Table as follows: Seven elementary teachers in second class districts who began teaching before 1921 received from 6-8 weeks' training in summer normal schools before beginning to teach, etc.

cent attended normal school summer sessions, but the percentage rises sharply to twenty-eight per cent of those teachers entering the profession since 1921. Many of the latter group were young high school graduates who were permitted to receive the partial elementary certificate to teach the following September, provided they could secure eight semester hours of professional training out of a possible twelve semester hours by attending one nine weeks' summer session. Of elementary teachers entering teaching before 1921 in fourth class districts, only eighteen per cent attended, while forty per cent, or two-fifths of elementary teachers entering since that date in this class of districts, secured this type of training. *This alone is a splendid example of the remarkable service rendered by the State normal schools of Pennsylvania through their summer sessions, and a tribute to the effectiveness of the Edmonds Act in causing teachers to attend such sessions.*

Fewer of the teachers in second and third class districts attended the normal school summer sessions before beginning to teach, as will be seen by the table. Of the former, sixteen per cent attended, the majority before 1921; of the latter, only eight per cent reported attendance.

The median number of weeks attended by elementary teachers included in this study is 10.6 weeks, equivalent to nearly two weeks longer than one nine weeks' summer session. This median remains the same with all teachers beginning before or after 1921, and varies but little in the case of all groups of teachers under consideration. Teachers entering teaching before 1921 in third class districts have attended the least number of weeks.

3) Spring Normal Training Courses

In the previous chapter, some account has been given of the training received by elementary teachers in spring term normal sessions. This type of training had been popular with teachers teaching school terms of seven months (or less). It enabled them to receive additional professional training and, at the same time, prepare for the certificate examinations given during the summer. Since these courses were discontinued in State normal schools with the spring of 1922, it is natural to anticipate that only three per cent of elementary teachers entering teaching since 1921 had training of this character. Eleven per cent of all teachers entering teaching before 1921 availed themselves of this opportunity. The

greatest percentage of attendance is among the teachers entering teaching before 1921 in second class districts. The median attendance of all teachers included in this study is 13.3 weeks.

TABLE 18

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN SPRING TERM NORMAL COURSES BEFORE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 4	1	....	1	....	....	....	....	....	....	1	....	1
5- 9	4	1	5	2	1	3	6	9	15	12	11	23
10-14	5	....	5	5	....	5	23	2	25	33	2	35
15-19	4	....	4	1	1	2	3	2	5	8	3	11
20-24	1	....	1	....	....	....	5	....	5	6	....	6
25-29	....	....	....	1	....	1	3	....	3	4	....	4
30-34	....	....	....	....	....	....	1	....	1	1	....	1
35-39	....	....	....	....	....	....	3	....	3	3	....	3
40-44	....	....	....	....	....	....	4	....	4	4	....	4
45-over	1	....	1	1	....	1	4	....	4	6	....	6
No Summer Normal Training	84	60	144	229	180	409	302	341	643	615	581	1196
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent with spring normal training	16	2	10	4	1	3	15	4	9	11	3	7
Medians in weeks	....	....	12.5	....	....	13	14	8	13.7	14	8.6	13.3

Read Table as follows: One elementary teacher in second class districts who began teaching before 1921 received from 0-4 weeks' spring term normal training before beginning to teach, etc.

4) College Training Before Beginning Teaching

Only seven per cent of all elementary teachers-in-service in the districts studied received college training before beginning to teach. Since 1921 however, more elementary teachers have availed themselves of this opportunity for instruction. The largest per cent of college trained teachers appears to be in the third class districts where the percentage rises to ten. The smallest percentage appears in the fourth class districts. The median length of training is seventy-four weeks, comparable to over two years of attendance.

It would be difficult to prove the assertion that college trained teach-

ers are to be desired in the elementary school. Most of the training received by these teachers fits them more adequately for the high school teaching. Contributions made by the colleges to the training of elementary teachers during the regular school year appears from the data given to be quite limited in extent.

TABLE 19

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN THE REGULAR SESSIONS OF COLLEGES BEFORE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	....	....	....	....	1	1	2	....	2	2	1	3
10-19	....	....	....	3	....	3	....	1	1	....	4	4
20-29	....	....	....	....	....	....	....	....	....	....	....	....
30-39	1	....	1	2	7	9	3	12	15	6	19	25
40-49	....	....	....	....	....	....	....	....	....	....	....	....
50-59	....	....	....	....	....	....	4	....	4	4	....	4
60-69	....	....	....	....	....	....	....	1	1	....	1	1
70-79	....	2	2	....	6	6	3	8	11	5	14	19
80-89	....	....	....	1	....	1	....	....	....	1	....	1
90-99	....	....	....	1	....	1	1	....	1	2	....	2
100-09	....	....	....	....	1	1	....	....	....	....	1	1
110-19	....	....	....	....	....	....	....	....	....	....	....	....
120-29	....	1	1	1	1	2	....	....	....	1	2	3
130-39	....	....	....	....	....	....	....	....	....	....	....	....
140-49	2	3	5	6	9	15	3	5	8	11	17	28
No college training	97	55	152	225	157	382	338	327	665	660	539	1199
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent with college training	3	10	6	6	14	10	5	8	5	5	9	7
Medians in weeks	....	....	....	....	....	85	....	....	64	79	73	74.5

Read Table as follows: One elementary teacher in second class districts who began teaching before 1921 received from 30-39 weeks' college (regular session) training before beginning to teach, etc.

A similar situation exists when one observes in Table 20 the training received by elementary teachers now in service in college summer sessions before beginning to teach. Only six per cent of all elementary

Table 20

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN THE SUMMER SESSIONS OF COLLEGES BEFORE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
3- 5	1	....	1	1	1	2	....	....	....	2	1	3
6- 8	6	3	9	7	6	13	6	8	14	19	17	36
9-11	....	....	....	1	1	2	3	19	22	4	20	24
12-14	1	....	1	2	....	2	5	....	5	8	....	8
15-17	1	....	1	1	....	1	....	....	....	2	....	2
18-over	4	....	4	....	....	....	1	1	2	5	1	6
No summer college training	87	58	145	227	174	401	339	326	665	653	558	1211
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent with summer college training	13	5	10	5	4	5	4	8	6	6	6	6
Medians in weeks	....	....	8.3	....	....	7.8	....	....	10.2	8,3	9.2	9.7

Read Table as follows: One elementary teacher in second class districts who began teaching before 1921 received from 3-5 weeks' training in college summer sessions before beginning to teach, etc.

teachers have taken this type of training. Teachers in second class districts are shown to be the largest group and no marked increase appears with teachers who began since 1921. The median length of attendance is 9.7 weeks, equal to one and one-half summer sessions, since colleges are usually organized on the six weeks' basis.

5) Other Training Before Beginning to Teach

Training received in extension courses by elementary teachers-in-service before beginning to teach seems to have contributed little to their teaching equipment. Only two per cent of these teachers reported that they had received this type of training. The median length of training is twenty-three weeks.

TABLE 21

TRAINING IN SPECIAL SUBJECTS RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA BEFORE BEGINNING TO TEACH[28]

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	4	....	4	3	....	3	15	1	16	22	1	23
10-19	2	....	2	3	2	5	12	1	13	17	3	20
20-29	2	....	2	2	....	2	9	....	9	13	....	13
30-39	3	....	3	5	1	6	5	....	5	13	1	14
40-49	1	1	2	1	....	1	11	1	12	13	2	15
50-59	....	....	....	1	1	2	3	1	3	4	1	5
60-69	1	1	2	....	....	....	2	....	2	3	1	4
70-79	2	....	2	2	....	2	2	1	3	6	1	7
80-89	....	....	....	....	....	....	5	....	5	5	....	5
90-over	1	....	1	3	....	3	....	....	....	4	....	4
No additional training of this type	84	59	143	219	178	397	290	350	640	593	597	1180
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking other training	16	3	11	8	2	6	18	1	9	14	2	8
Medians in weeks	30	60	33	34	50	33	25	40	25.5	28	40	29

Read Table as follows: Four elementary teachers in second class districts who began teaching before 1921 received from 0-9 weeks' training through other training of varied nature before beginning to teach, etc.

[28]Training included in this table includes courses in art schools, music schools, home economic schools, commercial schools, and similar institutions. It does not include extension or correspondence courses.

Similarly, 1.3 per cent of these teachers reported that they had taken correspondence courses as a means of training before beginning to teach. Most of the teachers from a study of the returns were situated in the isolated portions of the State and in fourth class districts.

A larger number of elementary teachers have availed themselves of other types of training, such as art courses, music courses, home economics courses, courses in commercial schools and in similar institutions of learning. Eight per cent of elementary teachers-in-service have reported these types of training. By far, the largest number of elementary teachers taking these courses began to teach before 1921 and before many of the institutions of this character were standardized. The number of elementary teachers taking these courses since 1921 is comparatively small. The median length of attendance, as will be observed in Table 21, is twenty-nine weeks and the different district medians vary around this figure. This median represents, approximately, an attendance of one year at these institutions due to the variation in the length of their courses. Unless teachers wish to specialize in some particular phase of school work which such institutions alone can furnish, better preparation for elementary teaching may be secured in the State normal schools and State teachers colleges in view of the fact that training in the latter type of institution is more specifically adapted to needs of elementary teachers. Under the reorganized plan, certain State teachers colleges are now able to offer courses of instruction specifically adapted to the special subjects taught and the individual needs of elementary teachers.

6) Total Number of Weeks of Preparation and Training Since 1921 by Elementary Teachers-in-Service Before Beginning to Teach

Up to this point the varied nature of the preparation and training received by elementary teachers-in-service before they began to teach has been analyzed. Our attention will now be turned to a summary of this preparation and training.

Has the period of preliminary preparation and training of elementary teachers who began to teach since 1921 been of longer duration than those who began to teach before that date, and to what extent?

Table 22 shows a distribution of the total number of weeks' preparation and training received by all elementary teachers-in-service included

TABLE 22

TOTAL NUMBER WEEKS PREPARATION AND TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA BEFORE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
Below 200	....	....	....	....	....	....	1	....	1	1	....	1
200-249	2	....	2	....	....	....	5	1	6	7	1	8
250-299	2	....	2	7	....	7	20	4	24	29	4	33
300-349	5	....	5	7	....	7	59	14	73	71	14	85
350-399	8	....	8	49	7	56	73	48	121	130	55	185
400-449	30	3	33	66	28	94	86	115	201	182	146	328
450-499	23	15	38	44	38	82	44	77	121	111	130	241
500-549	21	33	54	42	91	133	33	82	115	96	206	302
550-599	6	7	13	13	16	29	9	9	18	28	32	60
600-over	....	2	2	2	1	3	....	1	1	2	4	6
[20]Unknown	3	1	4	9	1	10	24	3	27	36	5	41
Totals	100	61	161	239	182	421	354	354	708	693	597	1290

SUMMARY OF DISTRIBUTION

	2nd Class			3rd Class		
	B	A	T	B	A	T
Q 1	412.0	490.0	433.7	354.4	463.4	417.4
Median	453.3	518.0	487.5	440.0	509.6	475.0
Q 3	506.2	541.0	527.3	499.4	534.4	523.7
Q D	47.1	26.5	46.8	72.0	35.0	53.1

	4th Class			Total		
	B	A	T	B	A	T
Q 1	347.8	409.0	377.3	371.6	524.3	400.0
Median	404.0	447.0	428.7	424.8	479.2	447.6
Q 3	454.0	502.2	485.0	482.7	522.8	509.1
Q D	53.1	46.1	53.8	56.5	48.7	54.5

Read Table as follows: Two elementary teachers in second class districts who began teaching before 1921 reported from 200-249 weeks of preparation and training received before beginning to teach, etc.

in this study before they began to teach. The median preparation and training of such teachers who began to teach before September, 1927, is

[20]Not included in summary.

447.6 weeks. If thirty-six weeks is considered to be the average number of weeks in a standard academic year, then the median preparation and training of all elementary teachers in the State of Pennsylvania is 12.4 years. If, however, one may argue that equivalent weeks of preparation in elementary school may not be comparable to preparation in high school, nor again to weeks of training in normal school, might it be suggested that educational situations confronted by children in the elementary school are probably just as difficult, speaking comparatively, as those situations experienced by the same young people a few years later in the high school or in the normal school. If such is not the case, then our system of grading of material and determining methods are wrong and consequently need some readjustment.

The median preparation and training of elementary teachers entering before 1921 is 424.8 weeks, which median has been raised to 479.2 weeks in the case of those entering since 1921, a clear gain of 54.4 weeks. Dividing this latter figure by thirty-six, the difference represents one and one-half years of preparation and training. If these figures may be accepted as representing the present preparation and training of the elementary teachers included in this study in the State of Pennsylvania, *one may conclude that the State has succeeded in raising the median preparation and training of all elementary teachers, before beginning to teach, one and one-half years since 1921.* In second class districts this represents a gain of 64.7 weeks and in third class districts 69.6 weeks, in either case, using the same procedure, a gain of nearly two years. The gain in fourth class districts is not so marked, however, being but forty-three weeks or approximately one and one-fifth years, which is less than the median gain for all teachers included in this study.

From this statement one may conclude that the problem of the preparation and training of elementary teachers in fourth class districts, at least, is not yet solved and much remains to be done to raise the standard of preparation and training of these teachers up to the median for the elementary teachers in other districts. This statement may be corroborated in the discussion of the present status of certification in the State as a whole as found in Chapter V.

8. The School Term

The increase in average length of school term, making available to younger elementary teachers now in service longer periods of preparation, must be taken into consideration in any discussion of the increase in length of preparation. From Table 23 which has been prepared below, taken from State Reports of the Department of Public Instruction over a period of years, elementary teachers beginning teaching prior to 1921 had not equal opportunity for length of preparation as compared with those entering since that date. This statement does not appear so striking until it is realized that studies have shown[30] that elementary teachers-in-service are largely drawn from those districts having a school term length of shorter duration. The Finegan program my its insistence upon a longer school term has, in this manner, increased the length of preparation of potential elementary teachers since 1921. However, the table reveals a further lack of equal educational opportunity in all districts. The problem is a serious one and merits attention of educational authorities.

9. Teacher Estimate of Preparation and Training Received Before Beginning Teaching

Immediately following a resume of the preparation and training which they had received before beginning to teach, teachers were asked, "Was this training intended to qualify you to teach the grades or subjects you are now teaching?" It is believed that teachers will react to any program prepared for their further training as teachers-in-service in direct proportion to their realization of the adequacy or inadequacy of their previous preparation and training. If a teacher believed that her preparation and training before she began to teach was intended to qualify her adequately, her attitude in being required to take additional training and her interest in it might not be as favorable as the teacher who realized that her preparation and training were inadequate and eagerly sought the means provided for its improvement. However, one might pause to remark that, while the preparation and training itself were intended to be adequate, the teacher herself might not be of a similar opinion. Our

[30]Pinchot Report, Educational Surveys, page 215ff, also 344ff.

Table 23

AVERAGE LENGTH OF SCHOOL TERMS IN DISTRICTS OF ALL CLASSES IN PENNSYLVANIA SINCE 1900

Districts	1900-01	1904-05	1909-10	1914-15	1919-20	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26
First Class	.....	.....	.....	.....	10.0 *	10.0	200†	.....‡	194	194	193
Second Class	.....	.....	.....	.....	9.4	9.5	190	.....	190	189	189
Third Class	.....	.....	.....	.....	9.2	9.2	184	.....	185	183	183
Fourth Class	.....	.....	.....	.....	7.8	7.8	172	.....	169	165	170
Average	.....8.09	8.14	8.26	8.41	7.9	8.0	174§	.....	170	167	181
							8.7		8.5	8.35	9.05

*Data given in months.

†Data given in days after 1921. Divide figures by 20 for comparative data.

‡Data not available for this year.

§Average in days; months below.

replies must not be considered as conclusive in any sense and are offered merely as suggestive.

All but 107 of the 1290 elementary teachers included in the study replied to this question. Of these teachers, seventy-five per cent believed that their preparation and training were intended to qualify them for their present work. Only sixty-four per cent of the teachers entering teaching before 1921 in third class districts replied in the affirmative, in second class districts, seventy-five per cent, and fourth class districts eighty-one per cent. The percentage of elementary teachers who have entered teaching since 1921 who believe their preparatory training intended to qualify them for their present work vary from three to eleven per cent in excess of those percentages given in the preceding sentence. If these replies are to be considered in any sense reliable, one might conclude, with some caution, that three-fourths of all elementary teachers-now-in-service believe the preparation and training which they received before beginning to teach qualified them for their present work, teachers entering since 1921 being slightly better satisfied with the nature of this preparatory training.

10. Preparation and Training Received by Elementary Teachers-in-Service Since Beginning Teaching

1) During Regular School Year

In the discussion thus far the preparation and training received by the elementary teachers-in-service included in this study before beginning to teach have been set forth. Attention will now be directed to the training received by these elementary teachers-in-service since they began to teach. Only that training received by those elementary teachers entering teaching since September, 1921, is considered in this discussion and, in this section, only that training received during the regular school year.

It must be borne in mind that this training was taken by the teacher-student while engaged in teaching, that is, in addition to her regular teaching duties, although in a few cases, teachers relinquished their teaching duties for a short time in order to secure additional training. Mention will be made of these in the discussion.

In part 2) following will be considered training received by elementary teachers-in-service during the summer sessions.

(a) *Secondary School Preparation*

Adequate secondary preparation is now universally required for entrance into most of the professions. Thirty-three out of forty-eight States require a four-year secondary school preparation as a prerequisite for certificating teachers without experience (temporary and emergency certificates not considered).[31] The inadequacy of the high school preparation of so many Pennsylvania elementary teachers was one of the first problems to which the Department gave its attention after the passage of the Edmonds Act.[32]

At a meeting of the Normal School Principals held November 12, 1921, the following resolution applying to teachers-in-service was passed. This resolution, as passed at that time, applied to elementary teachers then in service. It was amended January 19, 1923, to include teachers-in-service "who had taught in Pennsylvania public schools prior to July 1, 1922."

"1. The fifteen units of high school work required for entrance into a State normal school may be earned in approved high schools, summer schools, extension classes, correspondence study and tutoring under approved conditions.

"2. Credit for entrance may also be secured by teaching experience in Pennsylvania public schools at the rate of three standard high school units for each year of successful teaching."[33]

Many of the older elementary teachers in point of service were able to offer their years of experience in lieu of this preparation. Special provision was made in the State normal schools and some colleges to care for those teachers who were obliged to secure high school credits. In Chapter IV[34] is shown the means provided in one of the State normal schools to meet the needs of these teachers in its service area as to secondary preparation. Because much of this preparation was taken under State normal school direction, most of the courses taken in these institutions by elementary teachers-in-service do not appear listed as secondary

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[31]Cook, Katherine M., State Laws and Regulations Governing Teachers' Certificates. Bureau of Education Bulletin (1927), No. 19, pages 15, 16.

[32]See Chapter I. In 1921, Dr. Rowland estimated that there were 5,000 teachers in Pennsylvania who had never attended a high school. Dr. King reported that thirty-nine per cent of the elementary teachers in one-teacher rural schools were without secondary education. (King, op. cit., page 30.)

[33]Minutes of Normal School Principals, November 12, 1921.

[34]Chapter IV, Section 2.

preparation but appear classified as normal training, since many teachers were enrolled in courses of both groups at the same time.

On the questionnaire teachers were asked to indicate preparation received in high school and in preparatory school since beginning to teach. It is quite evident that the teachers did not relinquish their teaching positions during the school year to secure needed high school preparation. Only four teachers reported high school attendance for periods of time equivalent to a school year. Four other teachers report attendance upon preparatory schools for a similar length of time.

Many teachers studied high school subjects needed for credits towards a certificate privately either alone or under a tutor during the school year. Examination in these subjects would then be taken upon entrance at a State normal school the following summer.

High school credits, then, accumulated during the regular school year, not including the credits accumulated as a result of previous experience seem to consist mainly of the private study of certain high school subjects while teaching, and securing the necessary credits through an examination the following summer. In addition many elementary teachers removed these conditions in regular classes in the summer sessions of State normal schools and other teacher training institutions. Only a few instances of regular attendance upon high schools are reported. Several explanations might be offered: (1) liberality of the State Department in recognizing previous experience of teachers for high school credits; (2) need for, as well as desire of the teachers to continue teaching; (3) liberal opportunities offered in State normal school summer sessions for removal of high school credit deficiencies; (4) natural aversion of young people to return to high school after an interval of absence.

(b) *Normal School Training*

Teachers who reported attendance at the regular sessions of State normal schools include two groups: those who relinquished teaching for a period of one or more semesters; those who, while teaching nearby, were able to take advantage of special courses offered at the normal schools to elementary teachers-in-service on Saturdays and the late afternoons and evenings of the school days.

A lack of uniformity concerning admission of teachers-in-service as

regular students in the normal school led to the following revision of the admission requirements to State normal schools:

"Until September, 1927, the holders of permanent and professional certificates will be given one credit toward admission as regular students in the State normal schools for each subject of high school grade written on the certificate. Advanced credit will be given for equivalent courses in approved teacher training institutions, but no student may obtain a normal school certificate without a minimum residence of one year and teachers who are granted credit for experience may finish with a minimum residence of one-half year."[35]

The first reading of these requirements seems to reveal the intention that the minimum length of residence for any teacher in a State normal school for the normal certificate should be not less than one semester or half year. One acquainted with the situation can easily foresee the difficulty which would be encountered in the case of a teacher who would be permitted to sign a contract to teach for *but one semester* in order to be free to return to the normal school for the semester's residence required. Consequently, a requirement of eighteen weeks was interpreted in many instances to mean two nine weeks' summer sessions. In conversation with two normal school principals on this point, both were of the opinion that very few elementary teachers left positions to return for one or more semesters in residence. Many of those who did return came more recently for the purpose of securing the degree which these institutions began to offer.[36]

Concerning those elementary teachers in nearby schools who returned for special courses on Saturdays, no definite data for all normal schools can be secured. That it was not considered an important field for teacher improvement may be gleaned from the fact that no reference occurs in the Minutes of the Normal School Principals until February 1, 1927. At that meeting, upon the inquiry of one principal, it was agreed to classify part-time resident students as full-time resident students. At the same meeting, the State Teacher Bureau reported that it had hitherto classified the few reported as resident students. Upon inquiry as to the extent of this type of training, two normal schools reported a total of thirty-six students. The normal schools were removed too far distant from urban populations to attract many teachers for this type of course. It seemed

[35]Minutes of Normal School Principals, January 16, 1925.

[36]See page 65.

more desirable to organize extension courses given by regular normal instructors in convenient centers throughout the service area.

TABLE 24

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 IN THE REGULAR SESSIONS OF STATE NORMAL SCHOOLS SINCE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	....	....	....	....	....	....	....	....	....	....	....	.....
10-19	....	....	....	1	....	1	7	....	7	8	....	8
20-29	....	....	....	....	....	....	....	1	1	....	1	1
30-39	....	2	2	10	8	18	9	23	32	19	33	52
40-49	....	....	....	....	....	....	....	1	1	....	1	1
50-over	....	1	1	1	....	1	5	1	6	6	2	8
None	100	58	158	227	174	401	333	328	661	660	560	1220
Total	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking normal school courses	0	5	2	5	4	4	6	7	7	4.7	6.2	5.4
Medians in weeks	....	....	....	....	....	....	34	36	35	34	35	35

Read Table as follows: Two elementary teachers in second class districts since 1921 received from 30-39 weeks of training in regular session of State normal schools, etc.

From a study of the figures presented in Table 24, 5.4 per cent of all elementary teachers reported that they had received some training at the regular sessions of normal schools since beginning teaching. This ratio includes roughly, one teacher out of eighteen. A majority of these who began teaching since 1921 included many of those who returned to normal school for one, two, or more semesters of training. The median attendance is thirty-five weeks, corresponding to two semesters. This median remains approximately the same for all class of teachers including those in fourth class districts. The largest proportion, one out of fourteen, returned from the fourth class districts while fewer returned from the other districts, largely because there were fewer untrained teachers in those districts.

(c) *College Training*

A still smaller number of elementary teachers returned to the colleges during the regular session for additional training. Table 25 indicates that only three per cent, or one out of every thirty-three elementary teachers returned to the regular sessions of colleges for a period of training. Of these twice as many were younger teachers beginning teaching since 1921. The third class districts contributed a larger number than

TABLE 25

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN COLLEGE (REGULAR SESSION) SINCE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	....	1	1	....	....	....	....	....	....	....	1	1
10-19	1	....	1	1	2	3	1	2	3	3	4	7
20-29	....	....	....	....	....	....	1	....	1	1	....	1
30-39	....	2	2	4	4	8	....	8	8	4	14	18
40-49	....	....	....	2	....	2	....	1	1	2	1	3
50-59	....	....	....	1	....	1	....	1	1	1	1	2
60-69	....	....	....	1	....	1	....	1	1	1	1	2
70-79	....	....	....	1	....	1	....	2	2	1	2	3
80-over	....	....	....	2	1	3	3	1	4	5	2	7
None	99	58	157	227	175	402	349	338	687	675	571	1246
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent with college training	....	....	....	5	4	4	1	4	3	2	4	3
Medians in weeks	....	....	....	....	....	....	....	....	....	45	36	37

Read Table as follows: One elementary teacher in second class districts before 1921 received from 10-19 weeks of training since 1921 in regular session of college, etc.

other districts, due, no doubt, to the proximity of college-teacher-training facilities in cities and larger towns. The median length of attendance was thirty-seven weeks, equivalent to one academic year.

While no definite statistics are at hand to indicate the facilities offered by the colleges for training of nearby elementary teachers in late afternoons or on Saturdays, many of the courses offered appear to have been

better fitted to the needs of high school teachers. However, it is definitely known that many colleges and universities of the State, conveniently situated, endeavored to render service to elementary teachers.

(d) *Extension Courses*

Opportunities offered elementary teachers-in-service by State normal schools and colleges to secure additional credits through extension courses, provide, perhaps, the most extensive medium of training made available during the regular school year. In Chapter II has been set forth a discussion in greater detail of the facilities offered. Such facilities were made available on the principle that it was the duty and privilege of the State normal school and the college to extend the educational opportunities of the State to its most remote sections. As early as December 30, 1920, even before the passage of the Edmonds Act, the Principals of State Normal Schools sensed the obligations resting upon these State institutions. They unanimously approved the report of a Committee on Extension and Correspondence.[37] The first section of this report recognizes the above-named principle.

Dr. J. H. Kelley, speaking for the University of Pittsburgh, about the same time, spoke as follows concerning extension courses:

"This work is recognized of such value that Boards of Education in various cities encourage their teachers to do this work by underwriting a number of courses and paying one-half or more of the fees."[38]

Dr. Theodore J. Grayson, on behalf of the University of Pennsylvania, said:

"We, the University of Pennsylvania, are today offering the teachers of the State . . . unrivalled opportunities to fit themselves for promotions and higher pay."[38]

It is not surprising, then, to observe in Table 26 that forty-three per cent of all the teachers of the State included in this study availed themselves of this opportunity. Exactly half of the teachers who entered before 1921 took extension courses since 1921, and thirty-five per cent of

[37]Minutes of Normal School Principals, December 30, 1920. See page 88.

[38]Excerpts from the addresses of Dr. Kelley and Professor Grayson speaking before the Pennsylvania State Education Association, December, 1920, on the subject, "Function of Extension Courses in Promoting the Professional Growth of Teachers." Pennsylvania School Journal, February, 1921, page 341ff.

those who entered since that date. A further examination of the table reveals that this was the principal method of securing necessary credits and acquiring additional training used by elementary teachers entering

TABLE 26

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 IN EXTENSION COURSES SINCE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	3	1	4	1	2	3	3	2	5	7	5	12
10-19	10	11	21	39	35	74	38	31	69	87	77	164
20-29	6	2	8	2	2	4	5	6	11	13	10	23
30-39	17	7	24	40	31	71	20	24	44	77	62	139
40-49	7	1	8	9	3	12	....	5	5	16	9	25
50-59	2	1	3	6	4	10	5	5	10	13	10	23
60-69	6	3	9	14	2	16	....	....	....	20	5	25
70-79	4	2	6	9	3	12	4	2	6	17	7	24
80-89	4	1	5	8	1	9	2	....	2	14	2	16
90-99	2	4	6	11	2	13	4	6	10	17	12	29
100-09	1	2	3	5	....	5	1	2	3	7	4	11
110-19	1	....	1	7	....	7	....	....	....	8	....	8
120-29	4	1	5	4	2	6	3	3	6	11	6	17
130-39	....	....	....	1	1	2	....	1	1	1	2	3
140-49	2	1	3	7	....	7	4	....	4	13	1	14
150-59	2	....	2	4	....	4	....	....	....	6	....	6
160-over	3	....	3	15	1	16	1	1	2	19	2	21
None reporting extension training	26	24	50	57	93	150	264	266	530	347	383	730
Totals	100	61	161	239	182	421	353	354	708	693	597	1290
Per Cent taking extension courses	74	60	70	76	49	64	25	25	25	50	35	43
Medians in weeks	41	36	39	50	32	38	28	28	31	39	32	36

Read Table as follows: Three elementary teachers in second class districts before 1921 received from 0-9 weeks of training in extension courses, etc.

before 1921 in second and third class districts as shown by the fact that approximately three-fourths of these teachers reported such training.

It must be pointed out, however, as will be shown in Chapter V, sec-

tions 3, 5, 8 and 9, that this form of training was required in many districts and was made available in others. Only twenty-five per cent of elementary teachers sending in returns in fourth class districts reported any training in extension.

The median length of attendance was thirty-six weeks, slightly more than two semesters. The usual length of these courses was fifteen to sixteen weeks, although in some instances eighteen weeks are recorded. The median attendance for teachers entering the profession before 1921 in second and third class districts was somewhat higher than in fourth class, being forty-one and fifty weeks respectively, or approximately three semesters of attendance. Greater facilities for reaching these centers of instruction, together with a stronger urge from supervisory officers account in the main for this difference.

The range of attendance as indicated in this table is somewhat interesting. While some teachers reported an attendance of less than nine weeks, indicating probably that they had not completed the course, others reported an attendance of over 160 weeks, indicating that, over the State, there have been some teachers who have taken this type of training almost continuously since teaching. This seems to be indicative of real training in service, especially if courses offered in such training have been given by capable instructors and closely related to the daily work of the classroom.

From the above data, *it seems apparent that teacher training through extension courses has played a prominent part in giving effect to the certification law.* In this manner credits towards higher certificates have been made available in abundant numbers for securing standard training. As has been shown in Chapter II[39] the State Department came to rely quite extensively upon this form of training in order to carry out the intent of the Edmonds Act. Its relative value as compared with other types of training will be reserved for a later discussion.

(e) *Correspondence Courses*

Correspondence courses as a means of assisting elementary teachers-in-service to meet the requirements of the Edmonds Act played a small but apparently quite necessary part. These courses were originally provided to bring a medium of training to the elementary teacher who, be-

[39]Page 76ff.

cause of her remote situation or peculiar home conditions, was unable to take advantage of the other means provided.[40] While not all of the teachers pursuing these courses belonged to the group indicated above, it seems safe to say that a large number of them were so situated.

Table 27 shows the number of teachers who reported training in service through correspondence courses. Nine per cent, or one teacher

TABLE 27

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 IN CORRESPONDENCE COURSES SINCE BEGINNING TEACHING

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	1	....	1	1	1	2	3	7	10	4	9	13
10-19	1	1	2	5	5	10	4	11	15	10	17	27
20-29	1	....	1	3	1	4	4	2	6	8	3	11
30-39	6	....	6	11	1	12	15	2	17	32	3	35
40-49	....	....	....	2	....	2	....	....	....	2	....	2
50-59	1	....	1	2	....	2	2	1	3	5	1	6
60-69	7	....	7	3	....	3	2	1	3	12	1	13
70-79	....	....	....	1	1	2	1	1	2	2	2	4
80-over	1	....	1	1	....	1	3	1	4	5	1	6
None reporting correspondence courses..	82	60	142	210	173	383	320	328	648	612	561	1173
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking correspondence courses	18	1	12	12	4.9	9	9	7	8	12	6	9
Medians in weeks	40	....	39	35	17	33	34	15	28	35	15	32

Read Table as follows: One elementary teacher in second class districts before 1921 received from 0-9 weeks of training in correspondence courses, etc.

in eleven, reported as availing themselves of this opportunity. A much larger proportion of these were older teachers who entered before 1921, and most of them were in the second and third class districts. Apparently a considerable number of older teachers in these districts preferred to secure the additional credits by home study. Many of these probably lived at home and, having assumed certain home duties, found

[40]See discussion on pages 87f.

it inconvenient or even impossible to secure training in any other manner. Any discussion of the number of weeks which these teachers spent upon correspondence courses must be considered as merely suggestive and not in any sense conclusive. While definite time restrictions were placed upon them by the institution giving the course[41] the work naturally could not become as standardized as other types of training. Through reports of teachers, however, one may conclude that the median amount of time spent was 32 weeks, equivalent to two semesters. The median time of those entering since 1921 was but one semester. The median training in second class districts was fifty weeks, equivalent to more than one and one-half semesters, in third class districts thirty-three weeks, and in fourth class districts twenty-eight weeks. The greatest number of teachers who reported this type of training were those older teachers in second and third class districts (18 and 12 per cent respectively). Fewer teachers in fourth class districts reported having taken correspondence courses (eight per cent). This data leads to the conclusion that remoteness insofar as isolation in rural districts was concerned was not as important a fact as seemed at first apparent. A desire rather to study at home partly because of home conditions or because of a wider choice of subjects offered seem to suggest themselves in part explanation.

Correspondence courses, then, while they did not play a large part, seemed to play an important part in giving effect to the Edmonds Act. Through this means many elementary teachers-in-service were enabled to secure credits, in some cases impossible of attainment in any other manner, in order to secure standard training before 1927.

(f) *Other Types of Training*

Only 3.4 per cent of the elementary teachers of the State included in this study reported training other than those types indicated above during the academic year. These teachers reported an attendance of thirty weeks, equivalent to a school year. These percentages remain very slight among the different groups of teachers included in this study. Much of this training consisted of attendance at Schools of Music, Art Schools, Business Schools and similar institutions. Many of the institutions hastened quite early to reorganize their courses along lines acceptable to the State

[41]See pages 91f.

Department, the latter being quite liberal in its approval of such courses for credit.

Table 28 sets forth a distribution of this type of training. It shows that 3.4 per cent of elementary teachers-in-service reported having taken training of this character, the median being thirty weeks or approximately one semester. Apparently this type of training has not entered

TABLE 28

OTHER SPECIALIZED TRAINING TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA DURING REGULAR SCHOOL YEAR SINCE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	....	....	....	2	3	5	4	....	4	6	3	9
10-19	1	1	2	5	2	7	....	1	1	6	4	10
20-29	1	....	1	....	2	2	....	....	....	1	2	3
30-39	1	....	1	3	....	3	2	2	4	6	2	8
40-49	1	....	1	1	....	1	....	1	1	2	1	3
50-59	....	....	....	....	....	....	....	2	2	....	2	2
60-over	1	....	1	6	2	8	....	....	....	7	2	9
None reporting specialized training	95	60	155	222	173	395	348	348	696	665	581	1246
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per cent taking specialized training	5	1	4	7	5	5	2	2	2	4	3	3.4
Medians in weeks	....	....	....	....	....	....	....	....	....	32	25	30

Read Table as follows: One elementary teacher in second class districts before 1921 received from 10-19 weeks of training in other specialized courses, etc.

into the preparation of teachers entering the service since 1921 as much as formerly, as shown in the table. Elementary teachers of second and third class districts availed themselves to a greater degree of the opportunities thus afforded, due without doubt to the larger opportunities for the employment of elementary teachers with this specialized training.

(g) *Summary of Attendance During Regular School Year*

(a) IN WEEKS

It has been shown in the above presentation that the opportunities provided for the preparation and training of elementary teachers-in-service have been many and varied, and the credits presented for ap-

proved certification represented many different types. Table 29 is one attempt to bring this training together into a composite whole. Totals as given represent the total number of weeks reported by each teacher in the different types of preparation and training which she received

TABLE 29

TOTAL NUMBER WEEKS ATTENDED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA DURING REGULAR SCHOOL YEAR SINCE 1921 SINCE BEGINNING TEACHING

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	2	2	4	....	1	1	5	5	10	7	8	15
10-19	10	10	20	35	33	68	36	29	65	81	72	153
20-29	4	2	6	2	3	5	9	11	20	15	16	31
30-39	16	7	23	40	35	75	35	37	72	91	79	170
40-49	9	1	10	11	4	15	6	6	12	26	11	37
50-59	3	3	6	7	7	14	8	7	15	18	17	35
60-69	8	4	12	17	4	21	9	4	13	34	12	46
70-79	4	2	6	9	6	15	5	10	15	18	18	36
80-89	3	1	4	6	1	7	2	2	4	11	4	15
90-99	3	3	6	11	3	14	3	11	14	17	17	34
100-09	2	1	3	9	1	10	3	2	5	14	4	18
110-19	2	....	2	9	....	9	4	....	4	15	....	15
120-29	5	1	6	6	2	8	4	5	9	15	8	23
130-39	....	....	....	1	1	2	1	2	3	2	3	5
140-49	1	2	3	5	....	5	3	....	3	9	2	11
150-59	2	....	2	6	1	7	1	....	1	9	1	10
160-69	1	....	1	4	....	4	1	....	1	6	....	6
170-79	1	....	1	2	....	2	....	....	....	3	....	3
180-89	1	....	1	10	1	11	....	2	2	11	3	14
190-over	2	....	2	9	....	9	1	....	1	12	....	12
None reporting attendance	21	22	43	40	79	119	218	221	439	279	322	601
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent attendance	79	64	73	83	56	72	38	38	38	61	46	53
Medians in weeks	48.3	38	46	63	34	41	35	36	35	45	36	38.5

Read Table as follows: Two elementary teachers in second class districts entering teaching before 1921 received 0-9 weeks of preparation and training during the regular school year since 1921 and since beginning teaching, etc.

since 1921. It is realized that the equivalent value of a week's time in each type of training is probably in no instance the same. This statement seems to be all the more evident when in viewing such different kinds of training as extension, normal school courses, etc., one may observe that *variations in values of the same training to each teacher of a class may be just as likely to occur.* For instance, of two teachers taking the same extension course, the value of the course to one teacher may be twice as great as the value received by the other.

While recognizing these variations in value, the task of weighing the relative values of different types of training is well nigh impossible. The table then ignores any attempt at weighted values and recognizes educational opportunity in point of time units only as used by elementary teachers for certification credits and for additional training.

According to the table, fifty-three per cent of all elementary teachers-in-service reported attendance upon some of the institutions indicated above during the regular school year since 1921; that is to say, slightly more than half the elementary teachers of the State were stimulated to secure further training. Sixty-one per cent of all teachers entering teaching before 1921, or in other words, three out of every five of this group of elementary teachers, attended some form of educational institution. *This record alone would seem to indicate that Pennsylvania elementary teachers were aroused in no ordinary manner by the new certification law and that it was proving effective in securing training in service.* When it is pointed out further that in second class districts seventy-nine per cent and in third class districts eighty-three per cent of teachers entering before 1921 took work of some kind, this realization is still more apparent. Only in fourth class districts is the percentage smaller than the median. Only thirty-eight per cent of these elementary teachers availed themselves of the opportunities presented.

This latter fact will serve to bear additional evidence to the statement that Pennsylvania's problem is not yet fully solved.

The median length of attendance of all teachers is 38.5 weeks, slightly more than a full academic year of training. The teachers entering before 1921 received a median training in service of forty-five weeks, those entering since 1921, of thirty-six weeks. Teachers reporting greatest length of attendance were those entering before 1921 in third class districts with a median attendance of sixty-three weeks. Those entering

since 1921 in the same district show the least median attendance: thirty-six weeks.

(b) IN SEMESTER HOURS

The unit of credit acceptable to the State Department for the translation of this training into certification credits is the semester hour, defined as follows:

"A semester hour represents the amount of time given to a subject one hour per week for one semester. The ordinary semester hour equals about eighteen clock hours, and therefore a normal school course of one hour per week for thirty-six weeks equals two semester hours."[42]

Variations in number of credits earned by elementary teachers over the period of time as shown in Table 30 are readily discernable in the original reports. It was soon discovered in the months following the inauguration of the Program that many ambitious teachers, anxious to fulfill all requirements as early as possible, would assume a burden of training unduly heavy and apparently beyond their ability to assimilate and profit thereby. This state of affairs came about largely through the practice of some teachers of attending several classes in extension offered in close proximity to their homes and schools by different institutions and even to attempt simultaneously correspondence courses at nearby colleges or normal schools with additional part-time courses for good measure. The Board of Normal School Principals and the State Department agreed that such was not a healthy state of affairs and accordingly passed, January 18, 1924, among others, the following resolution:

"Work done by extension or correspondence shall not be credited in excess of six semester hours per semester, or twelve semester hours per year."

In order to make clear the nature of the course taken, the following was included:

"All extension, correspondence and other credits shall be certified in the details shown in the approved training blank."[43]

This check upon the number of semester hours credits earned by the elementary teacher served to place greater control of credit earning in the State Department. It tended also to improve the quality of work

[42]Certification of Teachers, Teacher Bureau Bulletin, Harrisburg, page 18f.
[43]Minutes of Board of Normal School Principals, January 18, 1924.

done by those teachers intent upon amassing credits as rapidly as possible.

Table 30 thus sets forth a distribution of semester hour credits earned by the teachers reporting attendance in Table 29. The median number of semester hour credits earned is 8.5. Another way of expressing this fact is to say that the median teacher took two two-hour courses per week for one academic year, or one two-hour course for two years.

TABLE 30

TOTAL NUMBER SEMESTER HOUR CREDITS EARNED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 DURING REGULAR SCHOOL YEAR

Semester	2nd Class			3rd Class			4th Class			Total		
Hours	B	A	T	B	A	T	B	A	T	B	A	T
0- 9	44	27	71	102	79	181	83	70	153	229	176	405
10-19	22	9	31	52	9	61	22	21	43	96	39	135
20-29	7	....	7	22	....	22	13	6	19	42	6	48
30-39	4	1	5	10	4	14	3	12	15	17	17	34
40-49	1	1	2	6	5	11	4	16	20	11	22	33
50-59	1	1	2	4	....	4	4	4	8	9	5	14
60-69	....	....	....	....	....	....	1	4	5	1	4	5
70-over	....	....	....	3	6	9	6	....	6	9	6	15
None reporting semester hours	21	22	43	40	79	119	218	221	439	279	322	601
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent semester hours	79	64	73	83	56	72	38	38	38	61	46	53
Medians in semester hours	9	7	8	10	7	8	8	9.5	8.8	9	7.8	8.5

Read Table as follows: Forty-four elementary teachers in second class districts entering teaching before 1921 reported a total of from 0-9 semester hour credits earned since 1921 and during the regular school year while teaching, etc.

The teachers who entered teaching before 1921 accumulated a larger number of credits (median 9.0) than those entering since 1921. This is particularly true in second and third class districts. In fourth class districts, the reverse is the situation, probably due ot the following reasons: (1) liberal allowance for experience to older teachers; (2) larger

numbers of high school graduates who were permitted to enter the profession after one summer session of training but who were required to continue training while teaching.[44]

Thus fifty-three per cent of all elementary teachers-in-service included in this study availed themselves of the opportunity to secure additional training during the regular school year while in service and since 1921. A large proportion of this training was secured in extension courses with the remainder distributed in other types of training. The median length of attendance was 38.5 weeks. Teachers who began teaching before 1921 attended for a median of forty-five weeks with nine semester hour credits, and those beginning teaching since 1921 attended with a median of thirty-six weeks with 7.8 semester hour credits.

More teachers in second and third class districts took training during the school year than those of the fourth class districts due, no doubt, to the proximity of facilities for training in the former districts. To insure quality and adequate assimilation, the State Department placed a limit upon the number of semester hours of training in extension which could be accumulated during the school year by elementary teachers-in-service and which would be accepted by the State Teacher Bureau as credits for certification purposes.[45]

2) During Summer Vacations

Facilities were not wanting any elementary teacher to qualify for a certificate. If a teacher found herself unable to take needed additional training during the school year while teaching, the spring terms at the outset were available immediately after the school closed if she taught a seven months' school or even one of eight months' duration. Summer sessions were increased in number and in length, and the work offered was of such a nature as to attract those who might at first be unwilling to come. Pleasant and healthful environments were available for teachers whose vigor and nervous energy had been impaired by a strenuous year. From reports of certain observers it seems certain that many teachers came to summer schools intent upon securing the necessary credits with the least amount of effort possible and the greatest amount of recreation

[44]See discussion page 52.

[45]See page 78f.

desirable.[46] Differences of opinion as to the equivalent value of work done during the school year and the summer session, especially some of the summer sessions, make no conclusion possible at this point. Many instructors offered the same courses and reported securing equivalent results; others felt that the quality of work done during the summer sessions was of lessened value than that of the school year, due to the hot weather, attitude of many teachers, and summer distractions.

Some definite data on this phase of the problem seems highly desirable from the standpoint of this study. Should a State Teacher Bureau in whom is invested the power to accept and evaluate credits for certificates differentiate as to relative value of such credits if it has been shown that credits secured during one part of the year have a greater value than similar credits secured during another part of the same year, or should steps be taken to insure equivalent values in the courses?[47]

(a) *High School Preparation*

As set forth in a previous section, many teachers of the State were lacking in high school preparation. Only three teachers reported, however, that they had attended high school during a summer session. Although many high schools of the State have maintained summer sessions for the past few years, this work has been largely of a "make-up" nature. In addition, many elementary teachers preferred to take this preparation in the normal school summer sessions where special consideration was given them. It has already been shown how some teachers preferred to study needed high school subjects during the school year, either alone or under an approved tutor, taking examinations in these subjects at the normal schools the following summer. Some few teachers carried on correspondence courses during the summer vacations either while studying at home or in addition to the work of a summer session. By these various means the needed secondary school credits were accumulated.

After an overview of the situation, it seems only fair to say that the high school credits thus secured while a teacher-in-service by the means that have been described seemed to have been a matter of accumulation

[46] It was said of certain summer sessions that the tone and spirit of the institution seemed more that of teachers on vacation than of the important work of teacher preparation. One is not to imply from this statement that such was generally the situation.

[47] See Chapter IV, Sections 9 and 10.

of needed credits rather than an earnest attempt to profit by any training connected therewith. Particularly, keeping in mind the liberal credits allowed for teaching experience involving no actual high school training whatever, the above assertion seems all the more evident. In the light of these conditions one may point out that in 1928 there are many hundreds of elementary teachers teaching in the elementary schools of Pennsylvania with permanent certificates, whose high school training is either non-existant or exceedingly limited.

(b) *Normal Schools*

Under the normal schools of the State for the most part in 1921 and following was suddenly thrust the great task of providing the needed facilities to care for the thousands of elementary teachers of varying degrees of preparation who descended upon their campuses. These teachers presented so many different needs, so many varied problems and so little real knowledge as to what it was all about, that the problem at first became one of guidance, selection and planning with the sole aim of meeting the needs of individual teachers in the best possible manner. As one Principal expressed it, many of these teachers came down upon us with but a single thought. They had heard there was a law which would take away their positions if they did not go to summer school and take a few courses. Most of these teachers had little idea what courses they were to take and how many. Many were worried, excited and not a few in tears. Some were angry, rebellious and sullen. Some felt that a great injustice was being done them. Others were being robbed of their vacation periods. Still others were forced to give up lucrative positions during the summer which brought an additional means of much needed support. Many, however, came in the proper spirit and gave valuable assistance to the school authorities in creating the proper atmosphere for work and assisting those most in need of guidance. Whatever shortcomings have been chargeable to normal schools during this period, they must be viewed in the light of these unusual conditions. Much credit is due those in charge of these institutions during these periods that they were able to bring order out of this perplexing situation and plan their curricula and courses to meet the varied needs of these teachers. Due to this unusual situation, courses had to be planned, a schedule made, even the procuring of needed instructors occasionally after the

Table 31

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 IN THE SUMMER SESSIONS OF STATE NORMAL SCHOOLS SINCE BEGINNING TO TEACH

Weeks	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
Under 6	....	....	....	....	....	....	....	....	....	....	....	....
6- 8	5	1	6	8	6	14	12	2	14	25	9	34
9-11	5	3	8	14	12	26	28	50	78	47	65	112
12-14	1	....	1	2	....	2	6	1	7	9	1	10
15-17	....	....	....	1	....	1	4	4	8	5	4	9
18-20	3	3	6	22	9	31	18	41	59	43	53	96
21-23	....	....	....	1	....	1	1	1	2	2	1	3
24-26	1	....	1	2	....	2	3	....	3	6	....	6
27-29	1	....	1	2	10	12	15	28	43	18	38	56
30-32	....	....	....	....	....	....	....	1	1	....	1	1
33-35	....	....	....	....	....	....	2	2	4	2	2	4
36-38	1	....	1	2	7	9	9	15	24	12	22	34
39-41	....	....	....	....	....	....	....	1	1	....	1	1
42-44	....	....	....	....	....	....	....	2	2	....	2	2
45-47	....	....	....	3	3	6	....	6	6	3	9	12
48-over	....	....	....	1	....	1	2	1	3	3	1	4
None reporting summer training	83	54	137	181	135	316	254	199	453	518	288	906
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking summer courses	17	11	15	24	26	25	28	43	36	25	35	30
Medians in weeks	11.1	11.5	11.2	18.5	19.8	18.9	18	19.5	19	18	19.4	18.9

Read Table as follows: Five elementary teachers in second class districts entering teaching before 1921 received 6-8 weeks of training in summer sessions of State normal schools since 1921 and since beginning teaching, etc.

teachers had arrived at the summer school. This problem will be better realized as Table 31 is studied.

Thirty per cent of all elementary teachers now in service who entered teaching before September, 1927, attended the summer sessions of State normal schools. Of this number, twenty-five per cent of those who entered teaching before 1921 and thirty-five per cent who entered since that date took this type of training. Forty-three per cent of all the teachers now teaching in fourth class districts, who began to teach since 1921, have attended these State normal school summer sessions. These figures, then, give the reader some realization of the problems in teacher training that have confronted the thirteen State normal schools of the State since the passage of the Edmonds Act.

Fifteen per cent of the elementary teachers of the second class districts attended summer sessions of the normal schools; seventeen per cent of these entering before 1921 and eleven per cent since that date. In third class districts, twenty-five per cent of the elementary teachers attended, two per cent more since 1921 than before. In fourth class districts a total of thirty-six per cent of all teachers attended.

As has already been pointed out in Chapter I, it was definitely decided to organize the summer sessions of State normal schools on a nine weeks' basis beginning with the summer session of 1921. This plan would enable teachers-in-service to complete in one summer session a maximum of twelve semester hours of credit. Not more than that amount of credit in one summer session was allowed towards certification.

The median elementary teacher of the State included in this study completed 18.9 weeks of training in a State normal school summer session, this being the equivalent of two summer sessions of work. As will be observed from the table, this was the approximate median training received by the elementary teachers of all classes included in this study excepting in second class districts where the median dropped to 11.2 weeks, equivalent to one and one-third summer sessions.

A summary of this section then shows that thirty per cent of all elementary teachers now in service who entered teaching prior to September, 1927, have attended the summer sessions of State normal schools since 1921 for a median period of two summers. Approximately every credit accumulated in this manner has been used for State certification purposes (see Table 5). *In this manner the State normal schools of the*

State through their summer sessions have made an outstanding contribution to the training of elementary teachers-in-service in the State of Pennsylvania.

(c) *College Training*

Second only to the great service performed by the State normal schools is the organization of the summer sessions of colleges and universities to provide the facilities needed to assist teachers-in-service to meet the new standards of teacher training and certification. These institutions have performed a service to the elementary as well as the secondary teachers of the State, but it would be difficult to separate out, in any adequate manner, the nature and extent of this service.

Table 32 shows that nineteen per cent, or approximately one elementary teacher out of five, attended college and university summer sessions since 1921. This is eleven per cent less than the percentage given for State normal school summer sessions, but it must be borne in mind that there were many more colleges and universities in this and neighboring States offering summer session facilities, which were attended by Pennsylvania's elementary teachers. The percentage of teachers entering before and after 1921 who took this type of training is exactly the same.

A much higher percentage of teachers in second class districts attended college summer sessions than in other districts. This may have been due largely to the proximity of colleges and universities to the city in which they lived and due partly to the desire of elementary teachers of those districts to take courses of a more specialized nature.

However, fewer teachers in third class districts reported attendance at college summer schools than in second and fourth class districts. In the latter districts, fifteen per cent of the elementary teachers entering teaching before 1921, and only six per cent of those entering since that date, with a median for all of eleven per cent reported attendance. In fourth class districts, the number attending is slightly larger than the total per cent of elementary teachers included; those entering since 1921 being in the majority.

The median number of weeks attended was 11.7, equivalent to two six weeks' summer sessions. Those who began teaching before 1921, attended for slightly longer periods than those entering since that date. While a higher percentage of attendance is observed among the teachers of the second class districts, the median attendance is only 8.7 weeks, or

Table 32

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 IN COLLEGE AND UNIVERSITY SUMMER SESSIONS SINCE BEGINNING TEACHING

Weeks	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
Under 6	....	....	....	....	....	....	....	....	....	....	....	....
6- 8	19	14	33	....	6	6	25	24	49	44	44	88
9-11	4	1	5	1	....	1	10	24	34	15	25	40
12-14	9	3	12	12	....	12	10	7	17	31	10	41
15-17	....	1	1	2	....	2	3	....	3	5	1	6
18-20	3	....	3	12	1	13	6	14	20	21	15	36
21-23	....	....	....	1	1	2	....	2	2	1	3	4
24-26	2	1	3	1	3	4	4	1	5	7	5	12
27-29	....	....	....	1	....	1	1	5	6	2	5	7
30-32	....	....	....	3	....	3	3	1	4	6	1	7
33-over	1	1	2	3	1	4	....	1	1	4	3	7
None reporting college summer training	61	40	102	203	170	373	292	275	567	557	485	1042
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking college summer training	38	34	36	15	6	11	17	22	20	19	19	19
Medians in weeks	9	8.2	8.7	18.7	18	18.6	10.8	11	10.9	12.9	10.4	11.7

Read Table as follows: Nineteen elementary teachers in second class districts before 1921 received from 6-8 weeks of training in college summer sessions since 1921 and since beginning to teach, etc.

approximately one and one-half summer sessions, using six weeks' sessions as a unit. In the case of elementary teachers of third class districts, while fewer attended, the median length of attendance is eighteen weeks, equivalent to three six weeks' sessions. Teachers in fourth class districts attended a median of 10.9 weeks, somewhat less than two six weeks' sessions.

The mode for all teachers is the six-week period. Fourteen teachers out of two hundred and forty-eight attending report an attendance of thirty weeks and over, which would indicate that, of the elementary teachers in second, third and fourth class districts of the State, 5.7 per cent attended for a period of thirty weeks or more. *From these facts it may be said in summary, that, second only to the State normal school summer sessions, the colleges and universities were, through their summer sessions, an important contributing factor to giving effect to the Edmonds Act through the training of elementary teachers-in-service. One out of five elementary teachers-in-service in the State reported attendance with a median period of approximately two six weeks' summer sssions.*

(d) *Spring Terms*

As pointed out in Chapter II, Section 9, the spring term, formerly an important agency in the training of elementary teachers-in-service, was discontinued in favor of the summer session. The increasing length of the school term prohibited rural teachers from taking advantage of this opportunity. Elizabethtown College is the only educational institution in the State which still maintains a spring term for the training of teachers.

Table 33 shows the training received by elementary teachers-in-service in spring terms. Only 3.1 per cent of these teachers reported attendance, most of these being in the fourth class districts. They include largely those teachers with an abbreviated school term. The median length of attendance was about twelve weeks.

(e) *Other Approved Training*

Extension courses were given only during the school year. No record is available that any such were given during the summer. By carefully checking the records of nineteen teachers who reported some extension work during the summer sessions, it was discovered that these were in

Table 33

TRAINING RECEIVED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA IN SPRING TERMS SINCE 1921 AND SINCE BEGINNING TO TEACH

	2nd Class			3rd Class			4th Class			Total		
Weeks	B	A	T	B	A	T	B	A	T	B	A	T
6-11	....	....	....	2	2	4	10	5	15	12	7	19
12-17	....	....	....	1	1	2	3	4	7	4	5	9
18-23	....	....	....	....	....	....	4	2	6	4	2	6
24-over	....	....	....	....	1	1	2 (45)	3 (36)	5	2	4	6
Spring Term Totals	....	....	....	3	4	7	19	14	33	22	18	40
Per Cent	....	....	....	1.2	2.2	1.6	5.3	4	4.6	3.2	3.0	3.1
Medians	....	....	....	....	....	....	....	....	....	11.5	14.2	12.6

Read Table as follows: Two elementary teachers-in-service in third class districts who entered teaching before 1921 received from 6-11 weeks of training in spring terms since 1921 and since beginning to teach, etc.

error and should have been added to the training received during the regular school year, which was accordingly done.

Under the caption "other training," there was a total of seventeen teachers who reported training. Thirteen of these began teaching before 1921 and four since that date. This small percentage (1.3) probably represents those elementary teachers who attended special courses in such institutions and for special instruction.

The State Department liberally accepted courses which had any direct bearing upon the training of elementary teachers-in-service provided such courses met the standards of the Department. The median length of such training was nine weeks.

On the basis of the nine weeks' summer session as the unit of length, this being the case in most instances, the median teacher had a length of attendance of one and one-half sessions.

These facts seem to indicate that comparatively few elementary teachers attended institutions of learning for training during the summer sessions other than those provided by State normal schools, colleges and universities.

(f) *Summary of Attendance During Summer Vacations*

A summary of the training received by elementary teachers-in-service since 1921 during the summer vacations would seem to indicate that the summer sessions of the State normal schools provided the facilities by means of which the largest amount of such training was secured. The colleges and universities, next to the normal schools, prepared courses of instruction attended by nearly one-fifth of the elementary teachers. Spring terms of normal schools and certain colleges as well as a few other institutions of learning furnished the remainder of the training.

Table 34 is an attempt to combine all the training received in summer sessions by elementary teachers-in-service since 1921. This table shows that 49.6 per cent, or approximately one-half of all of the elementary teachers have used their summer vacation for further training and study.

That a State, in the short period of six years, should achieve the enviable record of having one-half of its elementary teachers give up a portion of their summer vacations and, in many cases, their means of an additional livelihood during the summer months to supplement their low salaries in order to secure advanced certification through additional train-

Table 34

NUMBER OF ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA REPORTING ATTENDANCE SINCE 1921 IN SUMMER SESSIONS SINCE BEGINNING TEACHING

Total Weeks	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
Under 3	....	....	....	....	....	....	....	....	....	....	....	....
3- 5	....	....	....	....	....	....	....	....	....	....	....	....
6- 8	16	11	27	34	19	53	27	18	45	77	48	125
9-11	4	2	6	13	8	21	28	47	75	45	57	102
12-14	11	3	14	15	5	20	15	6	21	41	14	55
15-17	3	2	5	6	....	6	8	7	15	17	9	26
18-20	6	2	8	21	9	30	18	49	67	45	60	105
21-23	2	....	2	4	2	6	4	3	7	10	5	15
24-26	2	3	5	11	2	13	6	4	10	19	9	28
27-29	1	....	1	10	11	21	13	31	44	24	42	66
30-32	....	....	....	5	2	7	3	5	8	8	7	15
33-35	....	....	....	1	....	1	....	3	3	1	3	4
36-38	....	....	....	4	9	13	13	18	31	17	27	44
39-41	....	....	....	....	....	....	....	1	1	....	1	1
42-44	....	1	1	2	....	2	1	5	6	3	6	9
45-47	1	....	1	2	4	6	4	8	12	7	12	19
48-over	1	....	1	7	4	11	10	4	14	18	8	26
None reporting summer sessions....	53	37	90	104	107	211	204	145	349	361	289	650
Totals	100	61	161	239	182	421	354	354	708	693	597	1290
Per Cent taking summer courses.....	47	39	44	56	42	50	42	59	50	47	52	49.6
Medians in weeks	12.9	10.5	12.5	17.7	19.8	18.5	17	19.6	19	15.5	19.3	18.3

Read Table as follows: Sixteen elementary teachers-in-service in second class districts reported a total attendance of from 6-8 weeks in summer sessions since 1921 and since beginning teaching, etc.

ing seems a fact of particular significance. This fact can be interpreted not alone on a desire to secure credits for a certificate or its renewal or the desire for a permanent one, but in no small degree, to a desire to secure real professional training as well as to raise the general tone of the teaching profession.

Forty-seven per cent of these teachers began teaching before 1921, with fifty-two per cent, or more than half, since that date. The highest per cent (59) of teachers attending summer sessions were those entering teaching since 1921 in fourth class districts. The lowest per cent (39) were beginning teaching since 1921 in second class districts.

The median length of attendance of those teachers attending during the summer sessions was 18.3 weeks, equivalent to two nine weeks' summer sessions or three six weeks' periods. On the former basis, the median elementary teacher gave up two of her summer vacations since September, 1921, to attend summer sessions; on the latter basis, three out of six summers were used in this way. This median for the three classes of districts seems to be equivalent for nearly all groups of teachers included excepting those in the second class where the median teacher attended but twelve weeks. This may be explained partly on the basis of a less urgent need for training for certification credit purposes among teachers of this group due to better pre-service preparation.

(g) *Semester Hour Credits Through Summer Vacations*

Not all of the training received by elementary teachers-in-service since 1921 was used as credit units for certification purposes. To make such a differentiation is quite impossible, and yet to say that a very large proportion of this training was used in this manner would probably represent the true situation.[48]

Of the 49.6 per cent of elementary teachers-in-service reporting training in summer sessions since 1921, the median teacher has accumulated 19.4 semester hour credits. Table 35 will show the large number of teachers who have accumulated a much larger number of credits than this number; for instance, thirty-seven out of six hundred thirty-seven teachers received fifty-one semester hours and over. On a percentage basis, this would include nearly six per cent of those who have taken work.

Those entering teaching since 1921 received the highest number of

[48]See Table 5.

Table 35

NUMBER OF SEMESTER HOUR CREDITS REPORTED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA ATTENDING SUMMER SESSIONS SINCE 1921 AND SINCE BEGINNING TEACHING

Semester Hours	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
Under 3	1	....	1	....	1	1	1	....	1	2	1	3
3- 5	1	4	5	9	3	12	9	2	11	19	9	28
6- 8	13	8	21	30	18	48	20	18	38	63	44	107
9-11	5	3	8	8	5	13	15	15	30	28	23	51
12-14	12	2	14	17	4	21	22	34	56	51	40	91
15-17	1	1	2	5	3	8	5	6	11	11	10	21
18-20	4	1	5	14	2	16	5	11	16	23	14	37
21-23	3	1	4	3	5	8	8	14	22	14	20	34
24-26	5	2	7	16	8	24	13	24	37	34	34	68
27-29	1	....	1	7	2	9	2	4	6	10	6	16
30-32	1	....	1	6	4	10	8	9	17	15	13	28
33-35	....	1	1	....	....	....	5	6	11	5	7	12
36-38	....	....	....	9	9	18	10	22	32	19	31	50
39-41	....	....	....	....	1	1	3	11	14	3	12	15
42-44	....	1	1	1	1	2	1	....	1	2	2	4
45-47	....	....	....	....	5	5	1	6	7	1	11	12
48-50	....	....	....	2	2	4	10	9	19	12	11	23
51-over	....	....	....	6	5	11	10	16	26	16	21	37
Totals	47	24	71	133	78	211	148	207	355	328	309	637
Per Cent of teachers	47	39	44	55	44	50	42	59	50	47	52	49.6
Medians in semester hours	12.9	9.0	12.0	16.5	22.8	18.5	19.2	24.4	23.0	15.3	23.0	19.4

Read Table as follows: One teacher in second class districts who entered teaching before 1921 reported *under* 3 semester hours credits received by attending summer sessions since beginning teaching, etc.

semester hour credits: a median total of twenty-three. This larger number is probably due to the large number of teachers admitted to the profession with less than standard qualifications, who used the summer sessions as a means for securing credits for the standard certificate.[49] This is particularly true of teachers in third and fourth class districts, the latter amassing a median of 24.4 semester hour credits. Due probably to the higher standard of admission to teaching in second class districts, a median of only nine semester hour credits was earned by teachers entering teaching since 1921.

Similarly the teachers entering teaching before 1921 in all districts included had a median of 15.3 semester hours of credit, with those in third and fourth class districts exceeding this median.

Another way of illustrating the proportion of credits earned by these teachers may be expressed as follows: The *median teacher* earned *twenty* out of a needed seventy credits for the standard certificate and eighty credits for the normal certificate.[50] One-half of all teachers included in this study who took summer work earned more than these amounts, some few earning all of the needed credits.

Many of those who had earned fewer credits received liberal allowance for previous experience. Others preferred to travel or rest during the summer and attempted both teaching and training during the regular school year.

3) Total Number Semester Hour Credits Earned Through Training

Two methods will be used in this study to express in summary fashion the total amount of work accomplished by elementary teachers-in-service since 1921. The first procedure, which follows, summarizes the total number of semester hours earned by these elementary teachers by the simple method of addition of medians. The second method, as explained in Chapter IV, summarizes the total number of courses taken by elementary teachers-in-service.

Table 36 shows the total number of credits earned during the regular school year and summer vacations, by a simple addition of medians.

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[49]See Chapter II, Section 6.

[50]Eighty credits originally prescribed for the normal certificate have been reduced to 68 credits since the installation of the new curricula looking toward the transition of State normal schools into State teachers colleges.

The total median number of credits earned by all elementary teachers is 27.9, approximately two-fifths of the number required for the standard certificate. Those entering teaching since 1921 have accumulated a median total of 30.8 credits, leading older teachers by 6.5 semester hour credits. The greatest number accumulated by any one group includes those entering teaching since 1921 in fourth class districts who have a median total of 33.9, or nearly one-half the required number for a standard certificate. The least number of credits earned by any one group are those entering teaching since 1921 in second class districts.

TABLE 36

TOTAL NUMBER OF SEMESTER HOUR CREDITS EARNED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA SINCE 1921 AND SINCE BEGINNING TEACHING

	Districts of:					
Median Semester	2nd Class			3rd Class		
Hours Earned	B	A	T	B	A	T
During School Year	9	7	8	10	7	8
During Summer Vacation	12.9	9	12	17.1	22.8	18.5
Totals	21.9	16	20	27.1	29.8	26.5
	4th Class			Total		
	B	A	T	B	A	T
During School Year	8	9.5	8.8	9.0	7.8	8.5
During Summer Vacation	19.2	24.4	23	15.3	23	19.4
Totals	27.2	33.9	31.8	24.3	30.8	27.9

11. SUMMARY

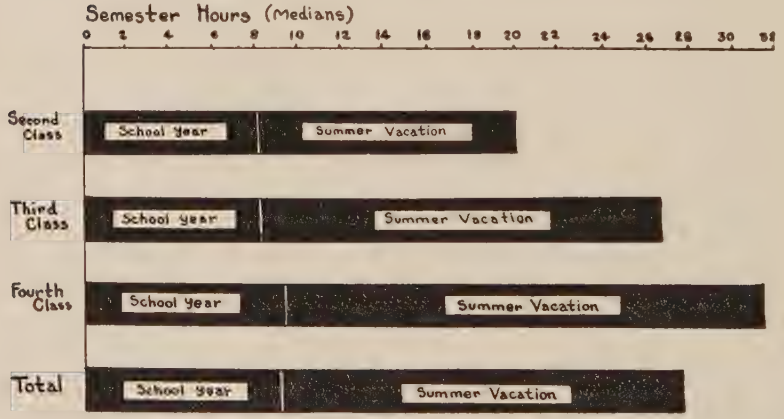
The purpose and plan of this chapter have been to compare the nature and extent of the educational training of elementary teachers-in-service in Pennsylvania who entered teaching prior and subsequent to September, 1921. To what extent have elementary teachers-in-service improved in service through the stimulus of the Edmonds Act and what are the educational agencies by means of which this improvement has been brought about. The plan and precedence for securing this information was presented in detail. In the early part of the chapter, tables were prepared showing distribution of elementary teachers-in-service as to

years they began to teach, ages when they began to teach, present ages, sex, marital status and number of children of married teachers.

Elementary teachers entering the teaching service before 1921 were then compared with elementary teachers entering the service since that date as to all types of approved preparation and training received. The unit of training used is the week. This training has been analyzed and compared from three points of view: (1) as to all types of training received before they began to teach, (2) as to training received as a teacher-

DIAGRAM 4

Number of Semester Hour Credits Earned by Elementary Teachers in Service in Districts.



in-service during the regular school year, (3) as to training received as a teacher-in-service during the summer vacations.

It was shown that a sound certification law designated to encourage teachers to grow in service must consider the problem of retention in service long enough to enable them to grow and develop in their profession. Approximately one-half of all elementary teachers in second, third and fourth class districts began teaching since 1920; in fourth class districts since 1921.

Teachers of the second, third and fourth class districts are distributed unequally as to training, experience and maturity. The median age of elementary teachers when they began to teach is 19.76 years. Since 1921 this entering age has increased only about three and one-third months. The median age of elementary teachers is 28.9 years (27.4 years in

fourth class districts). Thirty-five per cent of all elementary teachers are under 25 years of age, varying as to percentages in districts studied.

As to sex, fourteen per cent of these elementary teachers are men (20 per cent in fourth class districts). There is a relationship, as far as the type of teaching position to be held by men is concerned, which can be controlled through the medium of certification. About 12.2 per cent of the elementary teachers are married women (16.6 per cent in fourth class districts). A solution of this problem was suggested by employing qualified married women teachers on a half-time basis.

The summary of the preliminary preparation and training of elementary teachers shows that the elementary teachers of Pennsylvania had a median of 447.6 weeks of all types before they began to teach. Teachers entering the service show a median gain of 54.4 weeks, or one and one-half academic years. These figures include gains in training of all kinds. Gain in elementary preparation is not so marked as gain in high in college training and other types is not so marked. In each instance, the median teacher remained one year longer in high school since 1921.

Normal school training of all types before beginning to teach shows considerable gain for all classes of teachers included in the study. Gain in college training and other types is not so marked. In each instance, the training of elementary teachers in fourth class districts is much less adequate than the training of similar teachers in second and third class districts, leading to the conclusion that much remains to be done to raise the standard of training of these teachers up to the median preparation of the teachers in other classes of districts.

A teacher estimate of the adequacy of this preparatory training before beginning to teach showed that 75 per cent of these teachers believed their training adequate (153). Part of the increase in training has been due to a lengthened school term (153f).

A summary of the training received by elementary teachers during the regular school year includes training in normal schools, colleges and universities, extension and correspondence courses, as well as other specialized preparation approved by the Department. A summary of this training shows that 53 per cent of the elementary teachers of Pennsylvania attended these educational institutions since 1921 and since beginning to teach, 61 per cent of those entering teaching prior to 1921 and 46 per cent since that date. The median number of weeks attended by all teachers was 38.5, the median of those entering before 1921 being

45.5, nine weeks more than those entering since 1921.

As to semester hour credits, the reports of teachers indicate that the median number accumulated by all elementary teachers is 8.5 credits. Those teachers entering since 1921 accumulated 7.8 credits or 1.2 credits less than those entering before that date. While this training represents all types mentioned in the preceding paragraph, teacher training through extension courses played a prominent part (163).

During the summer vacations, elementary teachers in service received training in the summer sessions of State normal schools, colleges and universities in this and neighboring States, in spring terms and in other specialized educational institutions approved by the Department.

A summary of this type of training shows that approximately fifty per cent of the elementary teachers-in-service attended institutions during the summer sessions since 1921 with a median of 18.3 weeks of attendance. The mode is six weeks. Fifty-two per cent of the elementary teachers entering since 1921 attended summer sessions or five per cent more than those entering before that date. The median teacher has accumulated 19.4 semester hour credits. Those entering since 1921 secured a median of 23.0 credits; those entering before that date, 15.3 credits.

The largest proportion (30 per cent) of these elementary teachers secured this training in the summer sessions of State normal schools. Approximately every credit so received was used for State certification purposes (175). The college summer sessions made a contribution to teacher training second only to the State normal schools.

In considering the total accumulation of credits, it must be borne in mind that liberal credit allowance was granted by the State Department for experience. There is no means of knowing how many credits were accumulated in this manner. Table 36, however, attempts to summarize those credits actually earned in service by the addition of all credits earned during the school year and the summer sessions. It shows a median total of 27.9 credits earned. Those entering since 1921 have earned 30.8 credits (a total of 33.9 in fourth class districts), while those entering prior to that date, 24.3 credits.

These facts revealed by the data used in this chapter represent some of the effects of the Edmonds Act in looking forward to the ideal of a well trained elementary teacher in every elementary classroom of the State through the medium of State certification.

CHAPTER IV

Courses Taken by Elementary Teachers-in-Service

Training for teaching as conceived by the Edmonds Act and as generally understood by teacher training agencies in the United States is measured in terms of so many units of credit properly evaluated as to quality, and in quantity sufficient for the issuance of a particular certificate as a license to teach. These semester hour units of credits must be related to standardized units of work known as subjects or courses, representing sections of related knowledge. These bodies of knowledge must be properly organized and presented by qualified instructors in such a manner as to contribute to the gradual development of the neophytes or the further development and training of the teachers-in-service.

This training as usually considered must be given under standard conditions, such as definite periods of instruction with instructors having sufficient training and other qualifications, size of class not less than an established minimum, frequency of class meetings regularly established, library and other facilities sufficient, and similar conditions previously determined. Experience in the various phases of life is not taken into consideration as units of credit for certificates; previous knowledge and training gained through reading or travel does not count in the record. All instruction must be organized and presented by an approved institution and measured in terms of these established criteria.

Since all teacher training institutions of the State must be approved by the Department of Public Instruction, it becomes the duty of such teacher training agencies offering courses to teachers-in-service for certification purposes to organize such courses subject to the approval of the Department.

Training of elementary teachers-in-service viewed from the standpoint of this study includes that training received by such teachers-in-service under the auspices of teacher training institutions approved by the State

and measured in terms of courses as indicated above. Credit for these courses, when completed, must be forwarded by the teacher training agency to the State Department for evaluation and proper record. The organization of such courses for teacher training purposes was stipulated in the Edmonds Act, the State Council of Education being enjoined to provide for their establishment.

The first part of the presentation which is to follow concerns an analysis of courses taken by elementary teachers-in-service since 1921, largely, if not wholly, under the stimulus growing out of the Edmonds Act, with a view to qualifying for advancement in certification status as required by the Act. An analysis of these courses will be made from several viewpoints:

1. An analysis by title of all courses reported as having been taken since 1921 by the 1290 elementary teachers-in-service included in that part of the study set forth in Chapter 3;[1]

2. An analysis of all courses offered during the summer sessions from 1921 to 1927 inclusive by one of the outstanding normal schools of the Commonwealth. This method of analysis was selected in order to show the means by which one State normal school was able (a) to ascertain the needs of the elementary teachers-in-service in its particular service area, (b) to arrange courses to meet these needs, (c) to continue to offer such courses in succeeding summer sessions as would tend to fulfill the requirements of the Edmonds Act insofar as it concerned the elementary teachers of the district for which it was primarily responsible;

3. An analysis of all the courses offered in extension by all the State normal schools during the period from 1921 to 1927;

4. An analysis of all courses reported by district superintendents and supervising principals of larger districts to elementary teachers as having been offered in extension by normal schools, colleges and universities since 1921;

5. An analysis of all courses offered in correspondence by the particular State Normal School which was designated by the State Department of Public Instruction as the school that was to be responsible for this type of educational service.

These analyses reveal the extent to which certain courses representing certain specific bodies of knowledge have been outstanding as teacher training instruments.

A reading of the Minutes of the Board of Normal School Principals reveals the fact that consideration of the nature of courses by titles as

[1]See page 122.

well as by content occupied considerable attention during the earlier period. As early as 1920, it was agreed as to what courses should be offered elementary teachers-in-service during the following summer sessions. Seven groups of courses were recognized depending upon previous degrees of preparation of elementary teachers. Beginning with the summer sessions of 1922, this number of courses was reduced to five groups for which certain prescribed courses were designated.[2]

The State Department of Public Instruction set up the following as a basis for the granting of the standard certificate: "It is the present practice to require applicants for this form of certificate who have entered the teaching profession subsequent to September 1, 1922, to submit evidence of the satisfactory completion of the following courses:[3]

Art	3	semester	hours
Music	3	"	"
Health	3	"	"
School Efficiency	3	"	"
Introduction to Teaching	3	"	"
Child Psychology	3	"	"

and one of following:

Teaching of Reading	3	"	"
Teaching of Social Studies	3	"	"
Teaching of Geography	3	"	"
Teaching of English	3	"	"
Teaching of Mathematics	3	"	"

The normal certificate would be issued to graduates of regularly approved teacher training institutions of the State. This meant the completion of a required curriculum in that institution. The college provisional certificate was awarded on the completion of certain required courses named in the bulletin. In this way the Department through definitely prescribed courses, to a certain extent at least, directed the training of teachers-in-service.

In addition to these prescribed courses, provision had to be made as to courses for that large number of elementary teachers-in-service with

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[2]See page 63ff for a description of these courses; see Summer School Bulletin, 1922, Keystone (Pa.) State Normal School; also Minutes of Normal School Principals, December, 1920.

[3]Certification of Teachers, Teacher Bureau Bulletin, pages 7, 8.

varying degrees of high school preparation. Many of these teachers with experience to offer for credit could more easily qualify for standard certificates; others must set about to procure sufficient high school credits in order to qualify for the particular type of certificate desired.

Any analysis of courses pursued by elementary teachers-in-service and offered as credits for certificates must be viewed in the light of specific certificate requirements, the desires of the teacher herself, the requirements of the course in which she was enrolled, and the additional suggestions or demands of the Department issuing the certificate.

1. Analysis of All Courses Reported by Elementary Teachers

Table 37 presents a summary of 5,487 specifically named courses reported as taken by those elementary teachers-in-service included in Chapter III.[4] These courses have been grouped under the following six titles: Academic Courses, General Professional Courses, Special Methods Courses, Psychology and Related Courses, Courses Auxiliary to Method and Classroom Technique, and Observation and Practice Teaching. From the table it will be seen that academic courses listed as such include 57 per cent of all courses reported. This large number of content courses speaks well for the elementary teachers of the Commonwealth in preparing them more adequately to teach the fundamental subjects. If courses classified under Special Methods are included, since many of these courses emphasize subject matter as well, Academic Courses and "professionalized subject-matter courses" (Special Methods) taken together include 72.6 per cent or nearly three-fourths of all courses taken. General Professional Courses include 16 per cent of the total while Psychology and Related Courses, 7.5 per cent. Courses listed as Auxiliary to Method and Classroom Technique include only 2.3 per cent, and Practice Teaching and Observation, 1.6 per cent.

A distribution of these courses by districts indicates a fair proportion distributed according to the number of elementary teachers reporting. Fewer teachers proportionately have taken courses classified as Auxiliary to Method and Classroom Technique.

Tables 38, 39, 40, and 41 present analyses of each of these groups of courses. The first table shows that courses listed as Academic include

[4]See page 122.

nineteen different groups of courses, of which English includes 26.2 per cent, or more than one-fourth of all courses reported as academic. In turn each of these groups of courses shown in Table 38 is then analyzed into further detail. Inasmuch as this analysis seems clear in its presentation, further discussion will not be given at this point.

TABLE 37

NUMBER OF COURSES REPORTED AS TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE SINCE 1921 DISTRIBUTED BY CLASS OF DISTRICTS

Subject	2nd Class	3rd Class	4th Class	Total	Per Cent
(a) Academic Courses	439	1100	1590	3129	57.0
(b) General Professional Courses	113	305	460	878	16.0
(c) Special Methods	75	265	517	857	15.6
(d) Psychology and Related Courses	55	122	237	414	7.5
(e) Courses Auxiliary to Method and Classroom Technique	15	72	39	126	2.3
(f) Practice Teaching and Observation	13	32	38	83	1.6
Totals	710	1896	2881	5487	100.0
Number of teachers included in original study	*161	*421	*708	*1290	

Read Table as follows: Elementary teachers-in-service in second class districts reported a total of 439 academic courses taken since 1921, etc.

*Only those teachers who actually reported courses by title are included in the above percentage.

The last column of Table 38 shows a distribution of courses classified in this table as Academic. Each of these courses, such as English, is further classified in accordance with the specific course title as reported by the elementary teacher. For example, in English thirty-eight different groups of course titles have been reported, although many of these have been so grouped from a similarity in the title of the course reported. In like manner each of the eighteen other groups of courses listed under this heading is sub-divided. The total number of course titles is in reality much larger than this column shows. However, where it seemed quite evident that the courses slightly differently named carried the same general content, liberty was taken to group them together.

TABLE 38

DISTRIBUTION OF COURSES CLASSIFIED IN TABLE 37 AS ACADEMIC COURSES

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent	Total Number Different Course Titles Reported[6]
1. English	108	325	388	821	26.2	38
2. Health Education	53	113	220	386	12.3	11
3. Art	63	125	162	350	11.2	9
4. Music	43	114	181	338	10.8	8
5. Science	41	81	126	248	7.9	15
6. History	30	81	104	215	6.9	18
7. Sociology	11	57	80	148	4.7	8
8. Penmanship	14	45	70	129	4.1	2
9. Geography	14	34	66	114	3.6	4
10. Mathematics	9	13	51	73	2.3	9
11. Political Science and Citizenship	10	25	35	70	2.2	9
12. Foreign Languages	19	18	24	61	2.0	6
13. Economics	5	27	17	49	1.6	3
14. Philosophy, Logic, Ethics, etc.	10	23	18	46	1.5	8
15. Bible History and Literature	4	7	16	27	.9	7
16. Home Economics	5	7	4	16	.5	2
17. Library Courses	....	1	13	14	.4	2
18. Business Courses	....	4	8	12	.4	2
19. State Course of Study	....	....	12	12	.4	1
Totals	439	1100	1590	3129	100.0	....

Read Table as follows: Teachers-in-service in second class districts reported a total of 108 courses classified as English, etc.

[6]See chapter discussion of this column.

Turning now to General Professional Courses, Table 39 shows that Educational Measurements was reported as having been taken by 16 per cent of all the elementary teachers in the districts included in the study. Education, History (and Principles) of Education, and Introduction to Teaching follow closely in order. Thirty different titles are listed under this heading.

TABLE 39

DISTRIBUTION OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICS SINCE 1921 CLASSIFIED AS "GENERAL PROFESSIONAL COURSES" (SEE TABLE 37)

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent
1. Educational Measurements	20	69	46	135	15.9
2. (a) Education	22	45	33	100	11.8
3. (b) History of Education	6	33	60	99	11.7
4. (c) Introduction to Teaching	3	14	82	99	11.7
5. School Efficiency	3	13	66	82	9.6
6. Rural School Management	2	1	41	44	5.2
7. Principles of Education	2	14	25	41	4.8
8. Elementary Education	1	24	11	36	4.2
9. School Management	4	3	20	27	3.2
10. Religious Education	6	6	8	20	2.4
11. Curriculum Construction	....	18	1	19	2.2
12. Organization and Administration of Junior High School	3	10	5	18	2.1
13. School Administration	4	5	9	18	2.1
14. Philosophy of Education	7	6	4	17	2.0
15. Vocational Guidance	6	6	3	15	1.8
16. Junior High School Course	4	1	9	14	1.6
17. Rural Education	....	....	11	11	1.3
18. (d) Primary Theory	2	2	4	8	.9
19. (e) Social Activities in High School	....	8	....	8	.9
20. History of Education in Pennsylvania	....	....	6	6	.7
21. (f) Educational Statistics	3	1	1	5	.6
22. Secondary Education	....	3	1	4	.5
23. Vocational Education	1	3	....	4	.5
24. Educational Theory	1	....	2	3	.4

25. Introduction to Education	2	1	....	3	.4
26. Educational Foundations	....	4	....	4	.5
27. School Discipline	....	1	2	3	.4
28. School Survey	2	....	....	2	.2
29. Creative Education	1	....	....	1	.1
30. The Junior College	....	....	1	1	.1
Totals	105	291	452	848	100.0

(a) Includes all courses reported as Education.
(b) Includes History and Principles of Education.
(c) Includes Introduction to Education.
(d) Includes Primary Education.
(e) Includes Extra Curricular Activities.
(f) Includes Educational Methods.

Read Table as follows: Elementary teachers-in-service in second class districts reported a total of 20 courses taken in Educational Measurements, etc.

Courses in Special Methods have ordinarily included many such classified as "professionalized subject matter courses." One of five specified courses of this character was required for the standard certificate.[6] This group of courses ranks third among those reported with a percentage of 15.6, slightly fewer in number than General Professional Courses. Teaching of Arithmetic heads the list, being one-sixth of the total number, followed by Teaching of English, Teaching of Geography, Primary Methods, etc. A total of twenty-three specifically named courses has been included in this table, some titles having been combined where it seemed evident that they belonged to the same classification.

TABLE 40

DISTRIBUTION OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE SINCE 1921 CLASSIFIED AS "SPECIAL METHODS COURSES"

(SEE TABLE 37)

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent
1. Teaching of Arithmetic	8	44	92	144	16.7
2. Teaching of English	7	31	61	99	11.5
3. Teaching of Geography	11	27	58	96	11.2
4. Primary Methods	12	26	41	79	9.2
5. Teaching of Reading	7	24	45	76	8.8

[6]See page 31.

6. Teaching of Primary Reading	9	8	49	66	7.7
7. Teaching of Primary Subjects	....	14	46	60	7.0
8. Teaching of History	1	16	33	50	5.8
9. General School Methods	1	16	25	42	4.9
10. Elementary School Methods	3	20	....	23	2.7
11. Teaching of Social Studies	1	7	14	22	2.6
12. Teaching of Music	3	6	8	17	2.0
13. Elementary School Subjects	....	....	16	16	1.9
14. Teaching of Art	2	7	6	15	1.7
15. Teaching of Science	1	8	3	12	1.4
16. Teaching of Mathematics	1	1	9	11	1.3
17. Teaching of Kindergarten and Primary Methods	2	3	4	9	1.0
18. *Teaching of Number	....	1	6	7	.8
19. Junior High School Methods	1	5	....	6	.7
20. Teaching of Algebra	2	1	1	4	.5
21. Grammar in Junior High School	1	....	....	1	.1
22. Methods with Mental Defects	1	....	....	1	.1
23. Special Methods	1	....	....	1	.1
Totals	75	265	517	857	100.0

*Includes Primary Number.

Read Table as follows: Elementary teachers-in-service in second class districts report a total of 8 courses taken in Teaching of Arithmetic, etc.

Table 41 presents a distribution of courses classified as Psychology and Related Courses. This group ranks fourth on the list as shown in Table 37 and includes a total of seventeen different titles. Courses reported as Psychology include 37.4 per cent of the total. Courses listed as Psychology, Child Psychology and Educational Psychology include over 80 per cent of all courses reported in this field.

TABLE 41

DISTRIBUTION OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE SINCE 1921 CLASSIFIED AS "PSYCHOLOGY AND RELATED COURSES" (SEE TABLE 37)

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent
1. Psychology	22	52	81	155	37.4
2. Child Psychology	2	26	94	122	29.5
3. Educational Psychology	11	26	22	59	14.4

4. Abnormal Psychology	2	5	6	13	3.2
5. Psychology of the Common Branches	1	2	7	10	2.4
6. Speech Training and Correction	7	....	3	10	2.4
7. Childhood and Adolescence	3	5	....	8	2.0
8. The Learner's Attitude	....	....	8	8	2.0
9. Psychology of Exceptional Children	....	2	5	7	1.7
10. Psychology of Laws of Learning	2	4	....	6	1.5
11. Psychology of Elementary School Subjects	....	....	4	4	1.2
12. Social Psychology	....	....	4	4	1.2
13. Experimental Psychology	3	....	....	3	.7
14. Psychology of Reading	2	....	....	2	.5
15. Human Traits	....	....	1	1	.2
16. Psychology of Personality	....	....	1	1	.2
17. Psychology for Teachers	....	....	1	1	.2
Totals	55	122	237	414	100.0

Read Table as follows: Elementary teachers-in-service in second class districts report a total of 22 courses taken in Psychology, etc.

Courses Auxiliary to Method and Classroom Technique include 2.3 per cent of all courses reported. Table 42 shows that of this group, Project and Project Teaching heads this list, followed by Practical Problems, the latter group emphasizing the teacher's daily problems growing out of actual situations in the classroom. Technique of Teaching follows with Directed or Supervised Study a close fourth. These four courses include 66 per cent of all courses listed in this classification.

TABLE 42

DISTRIBUTION OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE SINCE 1921 CLASSIFIED AS "COURSES AUXILIARY TO METHOD AND CLASSROOM TECHNIQUE" (SEE TABLE 37)

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent
1. Project and Project Teaching	5	26	4	35	27.7
2. *Practical Problems	....	9	10	19	15.1
3. Technique of Teaching	1	7	7	15	11.9
4. †Directed Study	1	10	3	14	11.1
5. Learning Process	....	....	8	8	7.1

6. Principles of Teaching	1	1	5	7	5.6
7. Foundation of Method	3	3	....	6	4.8
8. Diagnostic and Remedial Teaching	....	5	....	5	4.0
9. Oral Art of Teaching	....	5	....	5	4.0
10. Methods of Character Building	....	3	....	3	2.4
11. Methods of Recitation	3	....	....	3	2.4
12. Elements of Teaching	....	....	1	1	.8
13. Individual Differences	....	1	....	1	.8
14. Improvement of Written Excuse	1	....	....	1	.8
15. Junior High School Problems	....	1	....	1	.8
16. Lesson Planning	....	....	1	1	.8
17. Modern Elementary School Practice	....	1	....	1	.8
Totals	15	72	39	126	100.0

*Includes Practical Problems in Education.

†Includes Directed Supervised Study.

Read Table as follows: Elementary teachers-in-service in second class districts report a total of 5 courses taken in Project and Project Teaching, etc.

As set forth in Table 43, courses so arranged to include Methods of Teaching combined with Observation make up one-half of the courses classified as Practice Teaching and Observation. Directed Observation and Practice Teaching comprise the remainder of the courses with the exception of three courses listed under Demonstration. This table re-

TABLE 43

DISTRIBUTION OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE SINCE 1921 CLASSIFIED AS "PRACTICE TEACHING AND OBSERVATION" (SEE TABLE 37)

Course Titles	2nd Class	3rd Class	4th Class	Total	Per Cent
1. Observation and Methods	10	26	5	41	49.4
2. Directed Observation	....	....	20	20	24.1
3. Practice Teaching	3	6	10	19	22.9
4. Demonstration	....	....	3	3	3.6
Totals	13	32	38	83	100.0

Read Table as follows: Elementary teachers-in-service in second class districts report a total of 10 courses taken in Observation and Methods, etc.

veals the following interesting situation. The Bulletin of the Teacher Bureau (page 7) reads as follows:

"Observation, participation and practice teaching of not less than six semesters or its equivalent must form a part of this requirement" (standard certificate).

The table shows that only 83 courses of the above groups have been reported by elementary teachers-in-service, a remarkably small number of courses for the large group of teachers concerned. This leads to the conclusion that this part of the requirement was not generally adhered to. Evidently many were permitted to substitute other courses or experience for this requirement.

The large list of courses represented in the preceding tables (37-43 inclusive) presents a vast array of subjects pursued by elementary teachers-in-service since 1921. Teachers now teaching in the elementary schools of the State, holding standard or normal certificates have received these certificates through credits representing courses in no sense identical. Training instead of being standardized is so varied and so dissimilar as to justify the raising of a number of pertinent questions. In what does the training of elementary teachers-in-service really consist? To what extent to *all* courses listed under English, for instance, contribute to the improvement of the teaching of English? To what extent is a course in Art given in one institution identical with or equivalent to a course in Art as given in another institution or indeed by different teachers in the same institution? To what extent are identical courses desirable in the training of elementary teachers-in-service? To what extent are such courses listed above, and taken to meet the requirements for a certificate, of practical value in solving the daily classroom problems? To what extent should an instructor in charge of a designated course given to elementary teachers-in-service assume responsibility for the eventual actual functioning of the material which he presents in the classroom of the teacher who has taken the course?

While not attempting to answer these questions fully, it is hoped that the discussion which follows will throw some light on these pertinent queries, or at least present some evidence which will assist in a later solution.

2. Distribution of Courses Offered in One Normal School

The State normal schools of Pennsylvania are definitely charged with the proper preparation of the elementary teachers in their particular service areas. This obligation apparently must be assumed not only with respect to the initial preparation of teachers for the elementary schools of that district but also as concerning their further training in service.

In view of this obligation, one might state that any particular State normal school or State teachers college is providing adequately for the proper training of its elementary teachers to the extent that this obligation is assumed whole-heartedly and fulfilled successfully. Exception to this statement might be made only insofar as concerns those elementary teachers who desire preparation in certain of the specialized curricula, provision for which has been made in particular institutions.

When the Edmonds Act went into effect, it became encumbent upon each State normal school to make proper provision to meet the training needs of the elementary teachers-in-service within the boundaries of its particular service area. It was known that many of these teachers would attend summer schools at these institutions some time during the period in order to qualify properly. Consequently, it was believed by the writer that a careful analysis of all the courses which one State normal school offered during the seven summers included would give some idea of the scope of the training secured by elementary teachers-in-srvice in that service area in order to qualify for proper certification.

A personal visit was made to the school selected and a careful compilation made of all courses offered by this institution during the summer sessions from 1921 to 1927, together with the total enrollments in each course. This data was carefully tabulated and is summarized in Table 44.

On the basis of one teacher completing one course during one summer as a *teacher-course unit*, the table shows that a total of 2,604 teacher-course units represents the output of this institution during the summer session of 1921 in training the elementary teachers-in-service in this service area. For the seven summers the table shows a total of 16,059 such teacher-course units completed, truly an undertaking of some importance.

Turning our attention now to the courses listed, the table reveals a total of 91 different titles offered during these seven summers. Certain courses such as Art, although listed as one course, were composed of as

TABLE 44

DISTRIBUTION OF COURSES OFFERED TO ELEMENTARY TEACHERS-IN-SERVICE IN THE SHIPPENSBURG STATE NORMAL SCHOOL DURING THE SUMMER SESSIONS (1921-1927) RANKED IN ORDER OF TOTAL PUPIL ATTENDANCE UPON COURSES.

Rank	Course Titles	1921	1922	1923	1924	1925	1926	1927	Total	P.C.
1.	Art Education	198	156	186	138	132	96	54	960	6.0
2.	Health Education	129	223	183	124	110	115	71	955	5.9
3.	Music	73	153	248	153	119	106	59	911	5.7
4.	Teach. of Arithmetic	80	169	200	116	110	98	70	843	5.3
5.	Teaching of History	126	102	178	185	94	85	53	823	5.1
6.	Teach. of Geography	82	123	149	109	128	94	68	753	4.7
7.	Rural School Man'g't	121	....	....	210	189	110	....	630	3.9
8.	Teaching of English	80	133	126	75	71	66	77	628	3.9
9.	Nature Study	....	138	102	95	170	59	53	617	3.8
10.	Teaching of Reading	45	81	224	84	115	40	23	612	3.8
11.	Psychology	38	....	....	76	83	120	128	445	2.8
12.	Primary Subjects	....	....	....	158	155	64	31	408	2.5
13.	Teach. Prim'y Reading	....	....	47	135	94	52	22	350	2.2
14.	Composition	....	99	42	48	54	56	35	334	2.1
15.	Intro. to Teaching	54	....	212	....	....	....	53	319	1.9
16.	Penmanship	129	....	35	34	36	17	46	297	1.8
17.	English Fundamentals	....	....	62	66	75	66	....	280	1.8
18.	Industrial Art	41	....	70	60	57	36	....	264	1.6
19.	Geography	41	....	26	31	106	26	24	254	1.6
20.	Oral Expression	32	....	37	32	44	54	45	244	1.5
21.	Teach. Prim'y Arith.	....	....	69	60	48	27	21	225	1.4
22.	English Literature	67	28	43	....	41	11	29	219	1.3
23.	Psychol. of Childhood	5	68	119	....	17	....	....	209	1.3
24.	School Efficiency	....	206	....	....	....	....	....	206	1.3
25.	Educational Tests	19	9	26	23	20	35	44	176	1.1
26.	Story Telling	....	....	....	77	31	43	20	171	1.1
27.	Classics	32	45	19	24	38	....	....	158	.9
28.	American History	34	12	....	37	46	21	....	150	.9
29.	Physical Geography	47	26	....	42	35	....	....	150	.9
30.	European History Modern	41	42	....	27	23	16	....	149	.9
31.	Economics	....	....	....	35	47	30	35	147	.9
32.	Children's Literature	....	29	22	13	23	15	39	141	.9
33.	History of Education	....	....	32	26	45	32	....	135	.8
34.	Zoology	20	14	56	24	8	12	....	134	.8
35.	American Poetry	....	24	37	....	34	24	....	119	.7
36.	Educational Sociology	....	....	....	21	37	28	20	106	.6
37.	English History	....	....	31	24	21	25	....	101	.6
38.	Advanced English	24	24	....	....	....	....	51	99	.6
39.	Rural Sociology	....	....	....	24	16	30	27	97	.6
40.	Ancient History	38	....	23	36	....	....	....	97	.6
41.	Teaching of Music	93	....	....	....	....	....	....	93	.6
42.	American Literature	32	....	....	45	....	16	....	93	.6
43.	State Course of Study	....	....	....	....	....	88	....	88	.5
44.	Nutrition	....	....	....	....	87	....	....	87	.5
45.	Spelling	86	....	....	....	....	....	....	86	.5

TABLE 44 (*Continued*)

Rank	Course Titles	1921	1922	1923	1924	1925	1926	1927	Total	P.C.
46.	Curriculum	80	....	....	....	....	....	....	80	.5
47.	Community Civics	78	....	....	....	....	....	....	78	.4
48.	American Governm't	....	....	....	....	49	....	29	78	.4
49.	Arithmetic	74	....	....	....	....	....	....	74	.4
50.	Journalism	....	....	20	31	11	10	....	72	.4
51.	Elementary Algebra	49	....	11	12	....	....	....	72	.4
52.	French	33	18	15	....	5	....	....	71	.4
53.	Plane Geometry	59	7	4	....	....	....	....	70	.4
54.	Algebra II	44	12	....	....	10	4	....	70	.4
55.	Grammar	68	....	....	....	....	....	....	68	.4
56.	Rhetoric	....	16	9	22	15	....	....	62	.4
57.	Physiology	61	....	....	....	....	....	....	61	.4
58.	College Algebra	12	18	5	11	11	3	....	60	.4
59.	School Administration	....	....	33	13	10	....	....	56	.3
60.	Elementary Botany	40	....	....	16	....	....	....	56	.3
61.	Education in Penna	....	....	....	....	....	....	49	49	.3
62.	Reading	48	....	....	....	....	....	....	48	.3
63.	Problems of Democracy	....	....	26	....	....	20	....	46	.3
64.	General Science	18	....	23	....	....	....	....	41	.3
65.	Practice Teaching	....	....	....	16	13	11	....	40	.3
66.	Trigonometry	....	14	9	9	7	....	....	39	.2
67.	Solid Geometry	17	....	....	13	....	5	....	35	.2
68.	Geology	....	....	....	....	25	....	9	34	.2
69.	Principles of Ed	....	....	....	....	....	....	34	34	.2
70.	Physics	28	....	....	....	....	....	....	28	.2
71.	Caesar	15	7	6	....	....	....	....	28	.2
72.	Ecology	....	....	....	15	13	....	....	28	.2
73-91	Other Courses*	73	5	23	27	10	4	145	287	1.7
	Totals	2604	2001	2788	2652	2739	1881	1394	16059	100.3

*Other courses include a negligible enrollment of students in the following courses: Household Chemistry (5), Cooking (18), Virgil (17), Latin I (5), Cicero (17), Educational Psychology (13), Elizabethan Drama (22), Horace (4), Strayers (75), History of Art (9), Short Story (27), Political Science (7), Educational Biology (6), Supervision (9), Primary-Kindergarten Theory (17), Mathematical Analysis (10), Teaching of Algebra and Geometry (5), Organization of Junior High School (9), Teaching of Science (12). The last ten courses listed offered in 1927 summer session only.

many as four separately organized courses of study, graded in character, each allowing credit. Certain other courses were offered in part one summer and completed the following.

Art Education tops the list, being represented by 960 teacher-course units, 198 teachers having completed courses in Art in 1921, 156 in 1922, 186 in 1923, etc. Health Education follows closely with 955 teacher-course units; Music Education is third and Teaching of Arithmetic fourth. Other courses, as may be seen in the table, follow in

order. These courses show the unmistakable influence of State regulations upon training-in-service.[7]

A second perusal of this table reveals the presence of many courses of secondary school classification. It became necessary for every State normal school to offer such courses in secondary education as the needs of their teachers seemed to indicate. Those familiar with secondary education may separate these courses with ease, and no extended discussion will be undertaken here as to their nature and extent. One may note, however, the extent to which these courses were gradually reduced until by 1927 but few remained. For example, Caesar (No. 71) was offered for the first three summers only; French (No. 52) for a similar term but re-offered in 1925 to a class of 5 teachers.

Secondary courses and professional courses were at times used interchangeably for certification or diploma credits, according to verbal reports received by the writer. In such cases, the emphasis seemed to have been on the expediency of granting the credits rather than of a consideration of the nature of the training involved.

The 91 courses distributed as indicated in the above table may be said to include much of the training received by elementary teachers-in-service since 1921 in this particular service area. The first ten courses shown on the table seem to have comprised nearly 50 per cent of all the training received through the agency of this particular school, and show markedly the influence of State regulations. Granted that the elementary teachers of this service area have all received certificates equivalent to a standard grade, to what extent may it rightfully be said even then that they are adequately trained for the work that they are daily performing? Is the training represented by these ten courses sufficient in quantity and quality for fifty per cent of the elementary teachers in this service area?

3. Extension Courses Offered by State Normal Schools Since 1921

It has been shown in Chapter II[8] that the State Department came to rely to a considerable extent upon the facilities offered by State normal schools, colleges and universities in the form of extension courses for the training of a large portion of elementary teachers-in-service. It has

[7]See page 31.
[8]See page 84.

already been shown that a number of these institutions employed extension directors whose duty it was to organize groups of elementary teachers-in-service in convenient centers and to arrange for courses of instruction adapted as far as possible to their specific needs.[9]

A complete official report of the extension activities of each State normal school was made to the Department of Public Instruction at the end of each semester, setting forth the courses offered by title, places given, instructor in charge of enrollment. Complete data for each school year, with the exception of the school year 1924-25, is on file in the Department. This has been summarized as to enrollment in Table 7.

The data as shown in Table 45[10] represents an attempt to analyze these courses by years in such a way as to show the frequency of the course given, the total number of classes in each subject, the total enrollments, and the average enrollment of each class. From the table it is observed that Music was offered more frequently than any other subject, a total of 137 classes being organized with a total enrollment of 3,272 teachers-in-service. The average class enrollment was approximately 24 students. Nearly ten per cent of all teacher-course units offered in extension in State normal schools were completed in this subject.

Art Education follows in close succession with a total of 107 classes representing 3,062 teacher-course units. This subject includes 9.1 per cent of all courses. These two subjects comprise a grand total of 18.8 per cent, or nearly one-fifth of the total number of elementary teachers-in-service reached through normal school extension classes. Other subjects can be noted from the table.

Basing further discussion of this table on the classification given in Table 37 of this chapter, the table reveals that out of a total of 46 different courses[11] offered in extension by State normal schools, 22, or 48 per cent were in academic subjects, 9 per cent less than shown in the list of courses reported by all teachers in Table 37. Of these, as has been seen, Music and Art head the list, followed successively by English, Health and Geography.

General Professional Courses offered were eleven in number, or 24

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[9]See page 79.

[10]See Appendix for this Table.

[11]The actual number of course titles was slightly in excess of this figure. A few of the course titles, however, were so much alike in meaning that the liberty of combining them for the sake of greater brevity was taken.

per cent, 8 per cent more than shown in the Table 37. Of these, Educational Measurements was the course offered most frequently, being fourth on the list of all courses, and was organized into 76 classes of 2,022 teacher-course units. History (and Principles) of Education[12] follows, with Principles of Education third.

Special Methods Courses were five in number, or 11 per cent of the total, 5 per cent less than shown in the preceding table. Of these courses, Teaching of Reading heads the list, being offered in 25 classes of 738 teacher-course units. Teaching of English, and Teaching of Arithmetic follow, being nineteenth and twenty-first on the list.

Courses in Psychology and Related Courses were four in number and include 9 per cent of the total number of courses offered. This compares favorably with data in Table 37. Psychology as an individual subject ranks sixth on the list, with Educational Psychology eleventh. Taken together, these courses were offered in 108 classes with a total enrollment of 2,693 teacher-course units. This combination would place Psychology third on the list.

Courses classified as Auxiliary to Methods and Classroom Technique include four in number, the highest one being School Room Problems, twelfth on the list. This is an evidence of an effort on the part of normal school instructors to relate closely the content of courses to classroom situations. No Practice Teaching or Observation classes are reported.

Size of classes in this extension service varied considerably. A few classes are reported as well over 100 in number, others as low as four students. No effort seems to have been made to organize large groups into suitable sections based on any method of homogeneous grouping, but rather to accept such groups as presented themselves and, as far as feasible and expedient, to adapt and modify the content of the course to the general level of the class. From the table, it will be seen that the range of classes varied on the average from 34.7 in Teaching of Primary Subjects to 10 in Present Tendencies in Education. The average for all classes was 21.5 teachers. In the five years, a total of 1,345 extension classes were offered by the State normal schools with a grand total of 33,441 teacher-course units.

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[12]Includes courses in History of Education, and History and Principles of Education.

4. Extension Courses in Second, Third and Fourth Class Districts Since 1921 as Reported by Supervisory Officers

Another method of ascertaining the number and extent of courses taken by elementary teachers-in-service since 1921 was to collect information from superintendents and supervisory principals in the cities of second and third class districts and the larger boroughs of fourth class districts. On the questionnaire addressed to these officials, they were asked to indicate extension courses of all types offered in their districts to elementary teachers since 1921. These courses were offered by colleges and universities of this and neighboring States, as well as by State normal schools.

Brief titles of the courses were requested. In some instances, full titles were not given and consequently it was necessary to locate courses under general headings, such as Methods. A total of 626 such courses were reported as shown in Table 46. Courses in Methods which include courses in general methods as well as in special methods (unless otherwise indicated) were mentioned most frequently, being 64 in number. Courses in English follow, mentioned 42 times. History (42), Sociology (41) and Educational Measurements (38) succeed in the order named.

Academic Courses include 41 per cent of the total. General Professional Courses follow with 26.8 per cent. Special Methods are third with 16.6 per cent. Other groups may be noted from the table.

Table 46

DISTRIBUTION OF EXTENSION COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE IN SECOND, THIRD AND FOURTH CLASS DISTRICTS SINCE 1921 AS REPORTED BY SUPERINTENDENTS AND SUPERVISING PRINCIPALS

(A) *Academic Courses*	
English	60
History	42
Sociology	41
Economics	19
Health and Hygiene	14
Music	12
Arithmetic	12
Political Science	11
Art	11
Biology	7
Nature Study	6
Penmanship	6
German	5
Commercial Law and Accounting	3
Bible	3
Civic Education	2
French	1
Spanish	1
Blackboard Drawing	1
Totals	257

(B) *General Professional Courses*

Educational Measurements	38
Curriculum and Curriculum Making	23
Vocational Education	17
Junior High School	11
Supervision of Elementary Schools	10
Extra Curriculum Activities	10
Philosophy of Education	10
School Administration	7
History of Education in Pennsylvania	6
Vocational Guidance	5
Principles of Education	5
Secondary Education	4
Primary Education	3
Educational Outcomes	3
Experimental Education	2
Modern Trend in World Thinking	2
Modern Trends of Education	2
Special Class	1
Case Studies in Discipline	1
Introduction to Teaching	1
Unadjusted Secondary School Students	1
Classroom Management	1
Education and Social Controls	1
Education for an Age of Science	1
Education Fundamentals	1
Educational Statistics	1
Comparative Education	1
Totals	168

(C) *Special Methods*

Methods	64
Reading, including Methods in Reading	24
Geography, including Methods in Geography	15
Civic Training in Elementary Grades	1
Total	104

(D) *Psychology and Related Courses*

Psychology	61
Total	61

(E) *Courses Auxiliary to Methods and Classroom Technique*

Project Method	13
Problems of High School Teachers	6
Supervised Study	5
Unit Planning	3
Modern Tendencies in Educational Method	3
Elementary School Problems	2
Morrison Technique	2
Remedial Instruction	1
Art of Teaching	1
Totals	36

(F) *Practice Teaching and Observation*

None.

Summary	Number	Per Cent
(A) Academic Courses	257	41.0
(B) General Professional Courses	168	26.8
(C) Special Methods	104	16.6
(D) Psychology and Related Courses	61	9.8
(E) Courses Auxiliary to Methods and Classroom Technique	36	5.8
(F) Practice Teaching and Observation	0	0.0
	626	100.0

Read Table as follows: Superintendents and Supervising Principals reported a total of 60 extension courses in English since 1921, etc.

5. Correspondence Courses Offered by One State Normal School (1921-1927)

An analysis of the correspondence courses offered by one teacher-training institution, the East Stroudsburg State Normal School, according to the announcements, shows a total of 34 different courses, 21 allow-

ing three semester hour credits and 13 allowing one and one-half semester hour credits, were offered by that institution since 1921.

A total of twenty different courses were offered during the school years 1921-22 and 1922-23. In the years following, some of these were combined and others added, giving an average of thirty annually since 1924. Twice as many three-semester-hour courses were offered as one-and-one-half-semester-hour courses. Most of them, according to the

TABLE 47

NUMBER COMPLETING CORRESPONDENCE COURSES BY SUBJECTS OFFERED IN THE EAST STROUDSBURG STATE NORMAL SCHOOL FROM 1921-1927

Rank	Name of Course	Number	Active July 1, 1928
1.	Psychology and Child Study	279	22
2.	School Hygiene	255	22
3.	Primary Reading	251	21
4.	Economic Geography of the United States	227	9
5.	History and Principles of Education	217	20
6.	Personal Hygiene	212	19
7.	Psychology of the Common Branches	200	13
8.	Essentials of Written English	196	20
9.	Teaching of Arithmetic in Grades 4-5-6	194	31
10.	Teaching of Art in Grades 1-2-3	194	21
11.	Sociology	183	30
12.	Rural Sociology	142	17
13.	Teaching of Arithmetic in Grades 7-8	139	24
14.	Mental Hygiene	122	19
15.	Social and Industrial History of the United States	122	15
16.	Teaching of Primary Subjects	121	17
17.	Teaching of Composition and Related Subjects in Grades 1-6	104	15
18.	Introduction to Teaching	100	25
19.	Modern and Contemporary European History	80	7
20.	Teaching of History in Grades 4-5-6	65	11
21.	Economics	62	15
22.	Educational Measurements	56	15
23.	Kindergarten Methods	50	11
24.	Teaching of Art in Grades 4-5-6	47	14
25.	Teaching of Geography in Grades 4-5-6	30	16
26.	Teaching of General Science	29	3
27.	Teaching of History in Junior High School	27	5
28.	Organization and Function of Junior High School	26	3
29.	Teaching of English in Junior High School	20	3
30.	Teaching of First Year Latin	13	2
		3753	465

Read Table as follows: 279 teachers completed Psychology and Child Study in correspondence work in the East Stroudsburg State Normal School from 1921-27.

Director, Miss Baker, were so arranged that the principles involved would be of practical value to the teacher in the classroom.[13]

Table 47 shows the total enrollment in all correspondence courses in this institution since first offered in October, 1921. These courses are ranked in order of total enrollment. Thus, "Psychology and Child Study" appears to have been selected most frequently by correspondence students, with "School Hygiene," "Primary Reading," etc., following in close succession. A few of these courses deal with junior high school subjects and presumably were taken by teachers preparing for or then teaching in that institution. However, many were teaching in the upper grades of the elementary school organized on an eight-four basis.

By a ruling of the State Council of Education, March 4, 1927, it was agreed,

"That no correspondence work shall be given by any of the Pennsylvania State Normal Schools after September 1, 1927, and that no credit towards graduation shall be given by any Pennsylvania State Normal School for correspondence work secured after September 1, 1927, in any institution, except that correspondence courses commenced prior to July 1, 1927, shall be credited when completed within the time limits set by the institution giving the same."[14]

TABLE 48

TOTAL ENROLLMENT IN CORRESPONDENCE COURSES AT EAST STROUDSBURG STATE NORMAL SCHOOL[15]

	Men	Women	Total
As of April 15, 1922	14	48	62
May 1, 1923	91	333	424
May 1, 1924	168	625	793
May 1, 1925	198	845	1043
May 1, 1926	277	1192	1469
May 1, 1927	283	1274	1557
May 1, 1928	114	507	621
Totals	1145	4824	5969
Per Cent	19.2	80.8	100

Read Table as follows: 14 men were enrolled in correspondence courses at East Stroudsburg State Normal School as of April 15, 1922, etc.

[13] See discussion, page 87ff.

[14] Minutes of State Council of Education, March 4, 1927.

[15] Differences in totals of this table with those presented in Table 47 represent duplications of individuals as well as courses incompleted.

The use of correspondence work then as certificate credits was of value only towards the standard certificate. Consequently, the East Stroudsburg State Normal School deemed it advisable to discontinue the work after July 1, 1927, and so advised teachers-in-service. Many, however, availed themselves of the last opportunity to enroll for further credits in order to complete the same within the required time limits.

The second column in Table 47 above indicates the number of students classified as "active" as of July 1, 1928, a total of 465 teachers-in-service. Many of these, however, can not complete the courses for which they are enrolled since all correspondence work was discontinued at the East Stroudsburg State Normal School after October 1, 1928.

From Table 48, the total enrollment in correspondence courses reached the grand total of 5,969 teachers-in-service. Thus correspondence courses as a means of training of teachers-in-service showed an increase yearly up to the announcement of their discontinuance as teacher-training agencies. The ratio of men to women remains fairly constant, approximately twenty-per cent men.

An analysis of the courses taken by teachers-in-service by counties reveals a situation in no sense localized. The following table shows the distribution on the basis of registration for the counties indicated. Every

TABLE 49

DISTRIBUTION OF TEACHERS REGISTERED IN CORRESPONDENCE COURSES AT EAST STROUDSBURG STATE NORMAL SCHOOL BY COUNTIES (1921-27)

Number of Teachers	Counties
Over 75	Allegheny (78), Luzerne (97), Washington (112), Westmoreland (77).
50-74	Bucks, Cambria, Clearfield, Indiana, Lackawanna, Montgomery, Northampton, Northumberland, Schuylkill, Warren, Wayne. (Total 11.)
25-49	Bedford, Bradford, Butler, Carbon, Center, Clarion, Crawford, Dauphin, Erie, Fayette, Jefferson, Lawrence, McKean, Mercer, Monroe, Pike, Venango, Wyoming. (Total 18.)
Less than 25	All other Counties. (Total 33.)

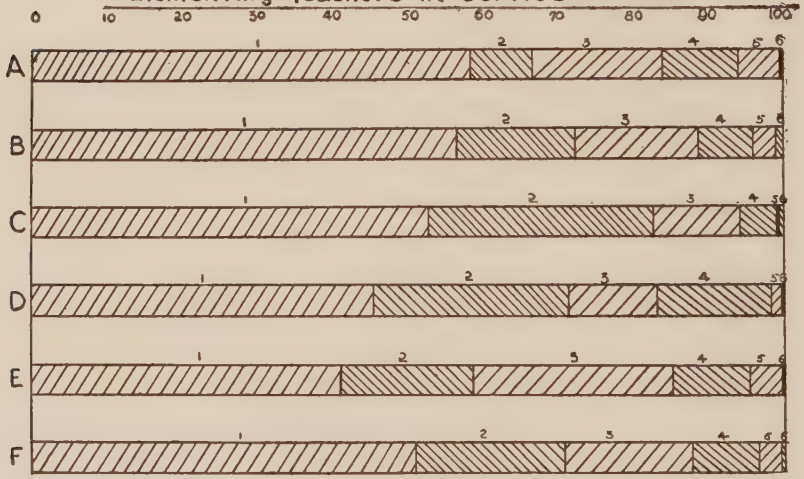
Read Table as follows: Allegheny County had registered over 75 teachers in correspondence courses at the East Stroudsburg State Normal School since 1921, etc.

county in the State is represented with the exception of Blair. Washington County shows the largest representation, with Luzerne a close second.

Sixty teachers were registered from other States than Pennsylvania. These States include New York (16); Maryland (10); Iowa, West Virginia and New Jersey (6 each); Delaware (5); Texas (3); Ohio and Washington, D. C. (2 each); Virginia, Florida, Kansas, and Ken-

DIAGRAM 5

Percentage of Distribution of Courses Taken by Elementary Teachers in Service



A. Normal School Extension
B. Reported by Teachers in Service
C. A State Normal School Summer Session
D. Correspondence Courses
E. Reported by Supervisory Officers
F. Average of All Courses

1 Academic Courses
2 Special Methods Courses
3 General Professional Courses
4 Psychology and Related Courses
5 Courses auxiliary to method
6 Practice Teaching and Observation

tucky (1 each). Many of these were former teachers in Pennsylvania who had moved to other States; others were influenced by friends or had secured the announcements from some other sources.

Thus correspondence courses have played a small but definite part as an agency in the training of elementary teachers-in-service in Pennsylvania. Table 27 in Chapter III has shown that nine per cent of all elementary teachers of the State reported training received in correspond-

ence work. While the analysis discussed above has included the courses offered in one State normal school in Pennsylvania designated by the Department for this work, credits toward certificates were also accepted by the Department for correspondence study from Pennsylvania State College, University of Chicago and Columbia University, as well as Indiana State Normal School and other institutions.

6. Summary of Groups of Courses

A summary of all courses taken by elementary teachers-in-service as revealed by the five methods of analysis presented in the preceding pages of this chapter is revealed in Table 50. This table was compiled

TABLE 50

SUMMARY OF ALL COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE RANKED IN ORDER OF PERCENTAGES[16]

Rank	Types of Courses	As Reported By (1) Teachers in Service	(2) A State Normal School	(3) Normal Extension	(4) Supervisory Officers	(5) In Correspondence	(Total) Averages
1.	Academic Courses	57.0	53.1	58.6	41.0	45.9	51.1
2.	Special Methods Courses	15.6	30.1	8.1	16.6	26.2	19.3
3.	General Professional Courses	16.0	11.7	18.0	26.8	10.5	16.6
4.	Psychology and Related Courses	7.5	4.8	9.8	9.8	16.1	9.6
5.	Courses Auxiliary to Method and Classroom Technique	2.3	....	5.6	5.8	1.3	3.0
6.	Practice Teaching and Observation	1.6	.3	....	....	....	.5
		100.0	100.0	100.0	100.0	100.0	100.0

Read Table as follows: 57.0 per cent of the courses reported by tecahers-in-service as taken since 1921 were classified as Academic Courses, etc.

[16]Based on total enrollment in each course as reported in Tables 37 to 47.

by means of grouping the courses shown in Tables 37 to 47, using the classification as explained in Table 37.

From this table it will be observed that Academic Courses include 51.1 per cent of the total number. The percentages for this group range from 41 per cent as reported by supervisory officers to 58.6 per cent as reported by State normal schools, both groups of courses being in extension. Special Methods Courses follow with 19.3 per cent. This group ranges from 8.1 per cent in normal extension courses to 30.1 per cent offered during the summer sessions of a State normal school. Other courses are shown in succeeding order in the table.

Observation and Practice Teaching include only .5 per cent of all courses, even though required by State regulation. It is informing to note how few elementary teachers-in-service have really taken courses of this type. This situation has been due largely to the lack of proper facilities for fulfilling practice teaching requirements for certification. The State Teachers Bureau as well as the Board of Normal School Principals have realized the inadequacy of this type of training, as can be noted through frequent references in the Minutes of the latter body.[17]

7. Courses Taken in Colleges and Universities

As has been shown in Chapter III, a number of elementary teachers-in-service received training in colleges and universities in both this State and neighboring States. According to Tables 25 and 32, in the former three per cent of these teachers attended collegiate institutions during the regular sessions, in the latter nineteen per cent attended summer sessions in colleges and universities. Table 51 shows a summary of the courses taken by elementary teachers-in-service who reported courses for this study in or under the auspices of colleges and universities *in* Pennsylvania distributed as to nearby college and university residence courses, extension courses, summer session courses, spring term courses and correspondence courses.

The table shows that 827 out of 2,538 courses reported, or 32.6 per cent, were taken at or under the auspices of Pennsylvania State College. Of this group (827 courses), 55 per cent were extension and 40 per cent summer session courses. In this way, Pennsylvania State College has

[17]See especially Minutes of September 22, 1922; November 17, 1922, and May 18, 1927.

TABLE 51

NUMBER OF COURSES REPORTED BY ELEMENTARY TEACHERS-IN-SERVICE AS HAVING BEEN TAKEN IN COLLEGES AND UNIVERSITIES IN PENNSYLVANIA SINCE 1921 AND SINCE BEGINNING TEACHING

Rank	Name of Institution	Nearby College or University Residence Courses	Extension Courses	College Summer Courses	Spring Normal	Correspondence Courses	Total	Per Cent
1.	Pennsylvania State College	33	455	331	....	8	827	32.6
2.	Geneva College	72	113	197	5	....	387	15.3
3.	University of Pennsylvania	73	107	84	....	....	264	10.4
4.	University of Pittsburgh	75	105	47	....	....	227	9.0
5.	Bucknell University	17	106	41	....	....	164	6.4
6.	Muhlenberg College	27	58	33	....	....	118	4.7
7.	Temple University	40	19	42	....	....	101	4.0
8.	Elizabethtown College	2	15	31	27	....	75	3.0
9.	Juniata College	....	....	63	....	....	63	2.5
10.	Susquehanna University	4	44	12	....	....	60	2.4
11.	Thiel College	9	18	30	....	....	57	2.2
12.	Gettysburg College	3	16	25	....	....	44	1.7
13.	Lebanon Valley College	....	25	9	....	....	34	1.3
14.	Lafayette College	16	5	....	....	....	21	.8
15.	Lehigh University	2	8	3	....	....	13	.5
16-30	Other Collegiate Institutions[18]	29	31	23	....	....	83	3.2
	Totals	402	1125	971	32	8	2538	100.0
	Per Cent	15.9	44.4	38.3	1.37	.03	100	

[18]Other institutions of learning include: Dickinson (11), Grove City College (10), Carnegie Institute (9), Drexel Institute (9), Pennsylvania School of Industrial Art (9), Albright (5), and nine other institutions with smaller numbers.

come to play a prominent part in providing courses to enable elementary teachers-in-service to meet the requirements of the Edmonds Act. The greater proportion of these courses were taken by teachers-in-service in second and third class districts.

Geneva College ranks second in this table with a total of 15.3 per cent of all courses reported. Most of these were summer session courses. While but a small college in point of numbers, this institution has performed an important service to elementary teachers in western Pennsylvania.

TABLE 52

NUMBER OF COURSES REPORTED BY ELEMENTARY TEACHERS-IN-SERVICE IN PENNSYLVANIA AS HAVING BEEN TAKEN IN COLLEGES AND UNIVERSITIES LOCATED OUTSIDE OF PENNSYLVANIA SINCE 1921 AND SINCE BEGINNING TEACHING

Rank	Name of Institution	2nd Class	3rd Class	4th Class	Total	Per Cent
1.	Columbia University	54	85	29	168	36.9
2.	New York University	13	15	13	41	9.0
3.	Cornell University	5	9	11	25	5.5
4.	University of Chicago	9	5	1	15	3.3
5.	Chautauqua (New York)	....	7	7	14	3.1
6.	University of Wisconsin	10	....	....	10	2.2
7.	Johns Hopkins University	....	1	9	10	2.2
8.	Rutgers College	....	8	....	8	1.7
9.	Ocean City Normal School	....	3	5	8	1.7
10.	Boston University	....	7	....	7	1.5
11.	Syracuse University	2	4	....	6	1.3
12-44	Other Collegiate Institutions[19]	25	65	54	144	31.6
	Totals	118	209	129	456	100.0
	Per Cent	25.9	45.8	28.3	100	

Read Table as follows: Elementary teachers-in-service in Pennsylvania in second class districts report a total of 54 courses taken in Columbia University since 1921 and since beginning teaching, etc.

[19]Thirty-three other collegiate institutions are represented in these totals, all of whose courses are less than six each. Among those represented are: Vineland Training School, Clark University, University of Michigan, Harvard, Oneonta Normal, University of West Virginia, Kent College, LaSalle College, George Washington University, University of Akron, University of Southern California, University of Rochester, Prang Institute, University of Delaware, etc.

University of Pennsylvania and University of Pittsburgh rank third and fourth in the table with percentages of 10.4 and 9.0 respectively. These institutions, situated in opposite sections of the State, have served to a large extent districts of the second and third classes. The rank of other colleges and universities may be noted from the table.

A total of thirty colleges and universities in the State are thus reported by elementary teachers-in-service as providing courses by means of which these teachers were enabled to improve in service, and by that means, in part, meet the requirements of the Edmonds Act as to certification. Inasmuch as the group of teachers reporting did not constitute every elementary teacher in the Commonwealth, it is not to be supposed that this table represents an exact distribution of the services performed as to elementary teacher-training and certification of all collegiate institutions in the Commonwealth. It represents rather the distribution of those reporting.

In a similar manner, reports from elementary teachers included indicate a total of 45 institutions of collegiate grade situated outside of the State of Pennsylvania through whose auspices elementary teachers in this State were enabled to secure training and thereby credit towards certification. Credits from these institutions were accepted by the State Teacher Bureau.

From Table 52, by far the largest number of courses reported were those taken at Columbia University totaling 36.9 per cent of all courses reported. Most of these courses were taken by teachers-in-service in second and third class districts. Following at a considerable distance is New York University with 9 per cent. Cornell University ranks third and University of Chicago fourth. All told, a total of 44 institutions of collegiate rank have been reported by teachers. These institutions for the most part are located in adjacent States, a few, however, being reported from as far west as California.

8. Summary of All Courses Reported by Elementary Teachers

Still another method was used in order to ascertain the number and distribution of all courses reported by elementary teachers-in-service, as having been taken since 1921. The number of courses as taken by these teachers compiled from the list of courses reported in the questionnaire to teachers and carefully checked with each type of training indicated is

shown in Table 53. These figures indicate that 72 per cent of all elementary teachers-in-service in second, third and fourth class districts have taken courses since 1921. A total of 74 per cent of those entering

TABLE 53

NUMBER OF ELEMENTARY TEACHERS-IN-SERVICE IN SECOND, THIRD AND FOURTH CLASS DISTRICTS WHO REPORTED HAVING TAKEN COURSES SINCE BEGINNING TEACHING AND SINCE 1921

	2nd Class			3rd Class			4th Class			Total		
	B	A	T	B	A	T	B	A	T	B	A	T
Yes[20]	89	45	134	214	132	346	205	231	436	508	408	916
No[21]	11	16	27	21	49	70	146	119	265	178	184	362
Total Reporting..	100	61	161	235	181	416	351	350	701	686	592	1278
Per Cent taking courses	89	74	83	91	73	83	58	66	62	74	69	72

Read Table as follows: 89 teachers in second class districts who entered teaching before 1921 reported that they had taken courses while teachers-in-service.

before that date and 69 per cent of those entering since that date have taken courses. Ninety-one per cent of all elementary teachers entering teaching before 1921 in third class districts reported having taken training.

TABLE 54

DISTRIBUTION OF NUMBER OF COURSES TAKEN BY ELEMENTARY TEACHERS-IN-SERVICE (SEE TABLE 53)

	Number of Teachers:											
No. of	2nd Class			3rd Class			4th Class			Totals		
Courses	B	A	T	B	A	T	B	A	T	B	A	T
1	3	10	13	16	30	46	29	13	42	48	53	101
2	10	7	17	22	23	45	20	12	32	52	42	94
3	13	2	15	13	10	23	15	15	30	41	27	68
4	8	7	15	20	10	30	24	10	34	52	27	79
5- 6	15	7	22	31	9	40	19	21	40	65	37	102
7- 8	11	2	13	23	2	25	23	31	54	57	35	92
9-10	11	5	16	25	6	31	14	18	32	50	29	79

[20]Referring to number of teachers who reported having taken courses.
[21]Referring to number of teachers who reported having taken no courses.

11-12	7	....	7	15	6	21	10	18	28	32	24	56
13-14	3	....	3	13	13	26	16	28	44	32	41	73
15-16	2	1	3	14	2	16	11	15	26	27	18	45
17-18	2	1	3	9	6	15	5	15	20	16	22	38
19-20	1	1	2	1	4	5	2	10	12	4	15	19
21-22	2	....	2	2	4	6	4	7	11	8	11	19
23-24	..	....	....	3	1	4	5	11	16	8	12	20
25-26	..	....	....	1	2	3	3	1	4	4	3	7
27-over	1	2	3	6	4	10	5	6	11	12	12	24
Totals	89	45	134	214	132	346	205	231	436	508	408	916
Medians	6.4	4.5	5.6	7.4	4.3	6.4	6.5	10.4	8.5	5.9	8.0	7.3

Read Table as follows: The median teacher in all districts has taken 7.3 courses while teaching since 1921.

Table 54 presents a distribution of these courses by classes of districts. The median teacher in the State reporting training has taken 7.3 courses. Those entering since 1921 have taken two more courses per teacher than those entering before that date. Teachers entering teaching since 1921 in fourth class districts have taken a median of 10.4 courses while teachers-in-service. Teachers entering since 1921 in third class districts have taken the fewest number of courses.

9. An Evaluation of Extension Training

As has been already stated, there was a feeling in some sections of the State that extension courses, while bringing the means of teacher-training closer to the elementary teacher-in-service, tended rather to cheapen the value of teacher-training and to offer a means of instruction on a level lower than that of regular residence work.[22] The State Council of Education, as shown above, limited the number of courses that could be taken by teachers-in-service in extension, and reference has been made to Dr. Becht's warning lest their value be cheapend. The subject came up for discussion many times before the Board of Normal School Principals and efforts were made by these officials to maintain a high standard of instruction. Prior to these limitations and warnings, many teachers had found extension courses an easy means of meeting the requirements of the Act and had been enrolling in an excessive number of the offer-

[22]See page 77f.

ings of one or more institutions located within a convenient distance from their homes.

As early as April, 1922, Dr. J. H. Minnick, Dean of the School of Education of the University of Pennsylvania, speaking before the sessions of Schoolmen's Week, stated that the following standards[23] should be set up in connection with extension courses: (1) extension courses must be looked upon as an important part of the institution's work; (2) content of courses must not only meet the needs of teachers-in-service but be a kind and quality equal to regular college work; (3) the faculty in charge of extension work should be equal to the regular faculty in scholastic standing, teaching ability, and loyalty to the institution concerned; (4) requirements for admission to extension courses should be equal to those for admission to the regular courses; (5) library and laboratory facilities and other supplies must be adequate; (6) transfer of credits for such work should be refused until the quality of such work has been found after careful investigation to be up to standard.

Differences of opinion as to the value of extension work as a means of training elementary teachers-in-service continued to be expressed in the meetings of the Board of Normal School Principals. As far as the Department of Public Instruction is concerned, its attitude may best be expressed in the words of Dr. Rowland, Director of the State Teacher Bureau. Speaking before the Board of Normal School Principals, March 21, 1924, he stated that

"in his judgment, he could not look forward to any time when extension courses would not be the legitimate activity of the State Normal Schools; that the extension device was steadily growing in favor throughout the country and the need for this form of teacher-training service would always be with us as partially trained teachers achieve standard training, advanced courses would be in demand by these same persons; that the principle of carrying instruction to persons engaged in gainful occupations was thoroughly American, and the application of this principle to the teacher-training program an obligation of the State and its agencies."[24]

In order to arrive at a consensus of opinion as to their probable rela-

[23]Minnick, John H., How Can Standards of Work in Extension Courses be Maintained on a Parity with Intramural Courses? Schoolmen's Week Proceedings, April, 1922, page 172f.

[24]Quoted from the Minutes of the Board of Normal School Principals, March 21, 1924.

tive value, ten educators of the State with considerable teacher-training experience were asked the following question: If a rating of 100 is given training received by elementary teachers-in-service taken in residence, what corresponding value would you assign similar training received if in extension and what corresponding value if by correspond? ence? Table 55 is a summary of these replies. Names of individuals making replies are withheld.

TABLE 55

ESTIMATED VALUES PLACED UPON DIFFERENT TYPES OF TRAINING BY TEN TEACHER-TRAINING EXPERTS IN PENNSYLVANIA

	Value of a Given Course In:		
Expert	Residence	Extension	Correspondence
1	100	75	60
2	100	90	75
3	100	95	95
4	100	100	90
5	100	50	50
6	100	75	65
7	100	80	70
8	100	80	70
9	100	85	75
10	100	100	100
Average	100	83	75

Read Table as follows: Expert 1 placed, on the basis of one hundred, a value correspondingly of seventy-five in extension, etc.

Upon the basis of the replies tabulated above, the relative value of a course whose index value if taken in residence is 100, would be 83 in extension and 75 by correspondence. Two experts agree as to equivalent value, all others place a lower valuation, one as low as 50. While these replies may be considered as judgments merely, they may reveal a state of mind worthy of some note and one that may influence official attitude and decisions.

The same question was asked of county superintendents in the questionnaire sent to these officials. These men were in close touch with the extension courses offered in many of their districts. In fact, they were often instrumental in their organization. Many teachers were directed

to such courses at the request of the county superintendents who were required by the State Department to report upon the progress in the training of their teachers. Based upon a total of forty-five replies out of a possible sixty-six, the average index value of extension courses according to these officials is 70. Only five superintendents gave them equivalent value, one superintendent ranking them as low as 25 and two as low as 30.

Some of the outstanding reasons for their replies as they gave them are as follows: "Physical condition of teacher low," "institution does not send ablest men," "lack library or reference work," "teachers work (or do not work) for credit only," "taken under pressure," "results are lacking," "settings are uncongenial," "classes too mixed to group," "spirit lacking," "mind set unstable," "very unsatisfactory." A few reply that they believe the courses can be made as valuable as resident work but that it depends on the instructor and the attitude of the teacher towards them.

One may say then that what practically amounts to a unanimity of opinion exists among school officials as to the lessened value of extension courses over similar courses taken in residence. Not the fact as to how they *may* be made to function but the fact as to how they *are* functioning in training elementary teachers-in-service is of outstanding importance. These statements must not be interpreted to mean a recommendation for their abolition, but rather a recognition of their lessened value as compared with similar training in residence.[25] Having ascertained the ratio of this value, a corresponding reduction in amount of credit allowed for certification purposes would be the logical step to pursue. The determination of this ratio of value remains at once the problem of the State Teacher Bureau of the State Department of Public Instruction.

However, this suggestion may meet with objection on certain grounds as follows: (1) such a ratio of value may be difficult to determine; (2) if determined, it may be difficult to apply; (3) in certain instances,

[25]In a discussion of the relative value of extension and correspondence courses, Dr. J. A. H. Keith emphasized the fact that "it is the general understanding that better work is done on the campus than off the campus, but that the normal schools must not forget that teachers-in-service have been promised these types of preparation and that every effort should be made to afford teachers-in-service with such additional opportunities for professional preparation." Minutes of the Board of Normal School Principals, September 24, 1926.

better work is being done in "off campus" courses than in residence. The application of standards as suggested on page 220 may do much to bring extension courses up to a parity with work in residence. Most certainly, equivalence as to standards of work in both groups is to be desired. A more logical suggestion growing out of this admitted inequality would be to find some means of requiring every type of educational training given by teacher-training institutions and accepted by a State Teacher Bureau towards a State certificate to meet an *equivalent State standard*. Such State requirements as to training being rigidly enforced, little doubt would exist in the minds of those giving or receiving such training as to its ultimate equivalence for teacher-training purposes and as to its ultimate acceptance for certification purposes.

It is the practice in most of the colleges and universities in this and neighboring States to compensate professors and instructors of extension courses in money instead of in time. That is, extension courses are usually an additional load to their regular residence instruction upon professors, and recompense for each extension course is additional to their regular salary. Such a situation might naturally result in a feeling, on the part of the professor or instructor, that this additional load in the form of off-campus courses is additional and thus he might possibly tend to consider these courses superfluous. If the standards of work of all courses accepted for certification credits are to be maintained on a parity, it would seem logical to suggest a change from this method of procedure. Such a suggested change would include a rearranged schedule of hours for all professors or instructors carrying off-campus courses. In no sense should off-campus courses be considered apart from the regular teaching load. Such an adjustment will seem to result in a proper respect for these off-campus courses, and their level of instruction for training and certification purposes automatically maintained.

10. An Evaluation of Correspondence Training

Correspondence study, according to the East Stroudsburg State Normal School, possesses the following advantages:

"No class is necessary; it is possible for a single student to work alone. The responsibility for real work and success in the course falls upon each individual. The needs and possibilities of a student are often known sooner by a correspondence teacher than by one teaching a large class. Progress may be fast or slow

according to the needs of the student. Just because the student cannot be lost in the class, correspondence courses are thorough. They are a useful supplement to resident study, which they tend to increase. Each student has direct and frequent contact with the teacher who will answer questions and give guidance in perplexities."[26]

In spite of this presentation of the value of this type of teacher-training, considerable discussion and opposition has centered around this method as an acceptable means of training teachers-in-service. While the Edmonds Act definitely recognized its place in the teacher-training program of the State, almost from the first opposition developed. As early as April 17, 1923, the State Council of Education found it necessary to limit to six semester hours per semester those regularly employed teachers-in-service who persisted in neglecting their school work for an abnormal amount of correspondence instruction. The total amount of credit secured by correspondence and extension training was limited to twenty semester hours for the two-year Normal course, and eighteen semester hours for the Degree of Bachelor of Science in Education.

A reading of the Minutes of the Board of Normal School Principals discloses the fact that the question as to the value of correspondence courses as a factor in teacher-training occupied much attention. As early as November 17, 1922, the Department was asked to designate the normal schools which should offer this type of service. Many of the schools questioned its value and preferred not to offer the work. Indiana and East Stroudsburg, as indicated above,[27] were designated first. The former institution preferred to discontinue the work, leaving the field clear for East Stroudsburg. At the meeting above mentioned, the Board voted to give correspondence courses, "only to those people who are inaccessible to extension courses," with the further qualification that "the county or district superintendent shall determine their eligibility."[28]

A further limitation required the prior possession of a high school diploma, exception being made of that group designated by the Department and possessing deferred high school classification. At the meeting of the Board of Normal School Principals, February 5, 1924, the

[26]Quotations from first and second announcements of the State Normal School, October, 1921, September, 1922.

[27]See page 88.

[28]Minutes of the Board of Normal School Principals, November 7, 1922.

State Teacher Bureau was asked for its judgment regarding the advisability of their discontinuance after the close of the present school year. Dr. Rowland, Director of the Teacher Bureau, in his reply, March 21, 1924,

"expressed the judgment that correspondence courses should not be abandoned without the careful consideration of the matter for reasons similar to those offered for the continuation of extension courses."[29]

At the same meeting, Dr. Keith expressed himself as "doubtful of the value of correspondence courses and in favor of their discontinuance." Mr. Allen spoke "in favor of these courses and impressed with their value."[30]

As a result of this discussion, a committee was appointed. Its report was approved June 27, 1924, and included the following restrictions:

1. No credit will be allowed toward State teacher certification or normal school graduation for extension or correspondence courses taken during the first two years of teaching experience and subsequent to September 1, 1924, by holders of the partial certificate.
2. Extension and correspondence courses taken subsequent to September 1, 1924, may not be offered in discharge of the requirements for standard certification in excess of 35 semester hours or for normal school graduation in excess of twenty semester hours.
3. Credit towards standard certification or normal school graduation shall not be accepted for courses completed in any institution which does not accept such courses for graduation.
4. Extension and correspondence courses shall be given only by members of the resident faculties of each of the several schools.

The question still occupied much attention at subsequent meetings, particularly in connection with the anticipated translation of credits for the Bachelor of Science in Education degree. At a meeting of the Board of Normal School Principals, December 2, 1926, Dr. Straughn

"strongly opposed any credit for correspondence or extension work in the degree-granting courses. All students need the environment of the normal school and the broader views of teaching. The life in the school is needed both from the cultural and professional side for all students."

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[29]Minutes of Board of Normal School Principals, March 21, 1924.
[30]Op. cit., March 21, 1924.

Dr. Rothermel agreed with Dr. Straughn, strongly opposing any credit for correspondence and extension courses for this degree. An agreement was finally reached February 11, 1927, to accept not more than eighteen semester hours of this type of training in the third and fourth year courses in the degree curriculums. These courses must have been offered by regularly employed normal school instructors before credit may be granted for them. In the case of persons desiring high school credits by correspondence, the Department of Public Instruction recommended the Home Study Department of the University of Chicago and accepted these credits without question.

When interviewed in May, 1928, Dr. Albert Lindsay Rowland, formerly head of the Teacher Bureau, after much experience with teacher-training agencies of all types, expressed his attitude as to correspondence courses in the following manner:

"I think they are valuable. There are still teachers in Pennsylvania, remote from any educational institution and deterred from attending such institutions, who can profit by correspondence training. I believe in correspondence courses. The work, however, must be kept up to a sufficiently high grade."

Instructors of the East Stroudsburg State Normal School offering the courses, felt for the most part that the results achieved by students taking these courses were, as a whole, of equal value with the results achieved in residence. Their discontinuance at this institution was a result of the regulation quoted above.[31]

In order to arrive at a consensus of opinion as to their relative value, the same ten educators of the State in teacher-training experience who had replied to a similar question as to extension training were asked the question appearing on page 221. Their replies are summarized in Table 55.

If a conclusion would be based on the judgment of these teacher-training experts, the value of a course taken in residence with a given index value of 100 would receive a relative teacher-training numerical index value of 75 if taken by the same teacher in correspondence.

A questioned reliability of judgments in this instance, coupled with the lack of an adequate scientific measure, must stamp this valuation as merely suggestive and in no sense positively reliable. One notes, however, that, excepting in one instance, there is an agreement that the rela-

[31]See page 93.

tive value of teacher-training courses taken in correspondence is in every case below that of similar courses taken in residence or in extension.

In the questionnaire to county superintendents, the same question was asked. It will be remembered that superintendents were required by the regulations to pass upon the eligibility of teachers-in-service in their districts before these teachers could enter upon correspondence courses. At the same time most of these courses were arranged for elementary teachers-in-service in outlying districts, consequently under the supervision of the county superintendent. Replies were received from forty-five out of the sixty-six county superintendents. An analysis of the numerical value placed by the replies of 45 of these officials upon correspondence courses, using the same index value indicated above, shows an *average index value of* 53, approximately one-half of the value of a similar course taken in residence.

Asked to state reasons for their reply, the following are suggestive of the answers given by county superintendents: "Students lack personal contact with instructors," "depends upon the student," "teachers put forth little effort," "most teachers take them for credit only," "lack library and institution facilities," "no opportunity for discussion," "of little value," "social contact lacking," "no real interest in subject," "excellent only for teachers who cannot leave home," and "an excuse for the real thing."

Do teachers-in-service show sufficient interest in correspondence courses to complete them when once begun? An analysis of all courses offered at East Stroudsburg State Normal School in correspondence since 1921 reveal the following: On the basis of the total enrollments in correspondence courses since first initiated, 70.1 per cent of these courses have been completed; 22.6 per cent have not been completed and 7.3 per cent not yet accounted for as of July 1, 1928. According to these figures and including the small percentage who will complete the courses in the time yet permitted to them, one may say that slightly more than seventy per cent of the courses are completed. The women excelled the men in completion of courses by six per cent.

A review of the discussion concerning the value of correspondence courses would seem to indicate that there is a general agreement as to their lessened value as compared with similar training in residence or in extension. This value varied from an average of 75 in the case of ten

experts in teacher-training to 53 in the case of the judgments of forty-five county superintendents. The exact amount of this lessened value must be determined by more reliable measurements before final conclusions can be reached. However, accepting the general statement that correspondence courses have lessened value than similar courses in residence and in extension, should not some ratio of value be devised to determine the value of courses of this type taken by teachers-in-service?[32] For these courses, equal semester value towards certification has been given by the State Department and yet the training has not been equivalent. It seems that it remains the problem of a State Department to determine this ratio of value in relation to the means of teacher-training which they accept as a basis upon which to issue licenses to teach.

In this connection, it seems pertinent to remark that the State Council of Education has but recently recognized the need for some definite action regarding the correspondence situation. A committee was appointed December, 1928, to evaluate the place and function of correspondence courses in relation to teacher preparation and certification. Recognition of their lessened value is admitted. In line with this thought, it has been further suggested that if examinations taken by teachers to secure credit for training by correspondence would be given at some designated center and under State direction, properly supervised, a safeguard might properly be set up to control and to equalize this type of teacher-training for certification purposes.

11. Teacher Evaluation of Courses Taken in Service

In the last analysis, any State teacher-training program will be of value to the teachers-in-service of a State only to the degree in which the courses representing the units of such program are of value to the teacher in the classroom and of actual helpfulness in solving the manifold problems of teaching. Measurement of teaching success should always be in terms of abilities and skills to do the teaching job successfully, evidence of which must be demonstrated by the presence of such abilities and skills whenever and wherever they are to be performed. What the pupils *are* and *do* and *become* is the real test.

The values received by teachers in some courses may be demonstrated immediately; in others the revelation of values may be deferred.

[32]See page 222f.

The likelihood that a value may be useful in some future time is of less importance than the knowledge that a value is definitely useful and can be applied in the classroom. Teachers find more valuable and appreciate to a greater degree those courses the elements of which can be demonstrated to have value for immediate or early use. While experts and supervisory officials may be in a position ofttimes to determine the relative values of courses to teachers, after all, teachers themselves should be able and certainly should be encouraged to determine relative values for themselves. If they are unable to make this analysis for themselves, how are they able to instruct children in this most important function of education: the recognition of relative values?

To this end elementary teachers replying to the questionnaire were asked to underscore their reply to the following question. This question was placed after a statement of each course which they indicated as having taken as a teacher-in-service.[33] "Did the course help you in your classroom teaching? *Underscore:* None Little Much ." These three terms were thought to represent the mental reaction of an individual teacher to a course. While a five division group might have revealed greater detail in the nature of the replies received, it was thought that such a division might complicate the mental response and its ultimate value be lessened. The number of responses were slightly fewer than the total number of courses analyzed in Tables 37 and following. The number of responses indicated in Tables 56-62 represent over five thousand replies and should give a fair estimate of teacher reaction.

In Table 56 is shown the number of replies to each of the three divisions requested. The last column is a percentage of the replies as based on the value *much.* This percentage value is given in this manner because it is believed to represent best the mental reaction of the teacher and her attitude towards the course. The subdivisions used are those presented in Table 38 and following. The rank of each group of courses is based on the decreasing percentage values shown for the *totals* of each group of courses. These decreasing values are underscored.

The table shows that, according to the replies of elementary teachers-in-service, of the academic courses, penmanship is ranked highest with a percentage value "much" of 85. While commercial education is ranked

[33]See questionnaire to teachers-in-service in Appendix.

second, one may disregard this group because of the small number of replies. Music with a percentage value of 74 stands third on the list. Health Education and Science follow in fourth and fifth places respectively. The values for other academic subjects may be noted in the Table. Foreign languages are ranked last on the list with a value of 22.

TABLE 56

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"
UNDERSCORE: NONE LITTLE MUCH

(A) *Academic Courses*

Name of Course	None	Little	Much	Total	P.C. Much
1. Penmanship	3	16	106	125	85
2. Commercial Education	2	....	8	10	80
3. Music	13	69	233	315	74
4. Health Education	22	68	234	324	72
5. Science	14	66	160	240	67
6. Art	21	90	210	321	65
7. Geography	4	7	20	31	65
8. English	85	205	394	684	58
9. Sociology	17	59	78	154	51
10. Political Science	10	21	31	62	50
11. History	27	73	91	191	48
12. Library Training	3	2	4	9	44
13. Mathematics	15	9	17	41	41
14. Economics	14	17	21	52	40
15. Philosophy	7	14	13	34	38
16. Bible Literature	11	17	10	38	26
17. Foreign Languages	32	14	13	59	22
Totals Academic Courses	300	747	1643	2690	....
Per Cent Academic Courses	12	27	61	100	....

Read Table as follows: 3 elementary teachers-in-service who reported having taken courses in penmanship indicated that this course helped them NONE in their classroom teaching, etc.

Accepting such a valuable as reliable at least in some degree, one may safely question the real worth of foreign languages as a means for training elementary teachers-in-service. Likewise the Table also indicates

low values for Bible Literature and Philosophy. To what extent courses inclusive of material ordinarily included in these branches of knowledge are of real value to the elementary teacher in the classroom may be open to some question. Further studies will be needed to determine the extent of these values.

It must be remembered that teachers' choice of courses taken in service and consequently their judgments as to relative values of these courses have been influenced by institutional judgment or convenience in offering the courses, by the influence of some teacher-training or supervisory

TABLE 57

(B) *General Professional Courses*

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"

UNDERSCORE: NONE LITTLE MUCH

Name of Course	None	Little	Much	Total	P.C. Much
1. Rural Education	....	2	19	21	90
2. Elementary Education	....	3	19	22	86
3. Extra Curricular Act.	1	....	4	5	80
4. Curriculum	3	2	18	23	78
5. School Management	4	14	58	76	76
6. *Education	10	27	106	143	74
7. Introduction to Teaching	6	26	70	102	68
8. School Efficiency	4	19	47	70	67
9. Religious Education	....	1	2	3	67
10. Philosophy of Education	....	3	5	8	63
11. The Junior High School	3	13	22	38	58
12. Educational Tests and Measurements	13	36	67	116	58
13. Principles of Education	6	6	16	28	57
14. Supervision	3	4	9	16	56
15. History of Education	13	37	35	85	41
16. Vocational Guidance	5	6	6	17	35
17. Secondary Education	....	1	....	1	....
Totals General Professional Courses	71	200	503	774	65
Per Cent	9	26	65	100	....

*Specific courses not indicated.

Read Table as follows: 2 elementary teachers-in-service who reported having taken courses in Rural Education indicated that these courses helped them LITTLE in their classroom teaching, etc.

official who may have influenced the teachers' choice, together with such demands as may have been set up by the State Teacher Bureau or through the certification regulations. In addition, teacher judgments as to values of courses must be viewed not only in the light of the nature of the course itself and the material included, but also in the light of the instructor's personality and zeal in developing and organizing his material in such a way as to secure the teachers' commendation. These factors, to some extent at least, must be taken into consideration in the present presentation.

Turning now to General Professional Courses, Table 57 shows that Rural Education ranks first on the list with a percentage value of 90. The number of teachers taking this course does not represent as large a group of teachers as do other courses on the list. Elementary Education follows with a value of 86 per cent. Extra-Curricular Activities with its small numbers may be disregarded. The Curriculum with 78 per cent reveals the cordial reception to these recent courses now offered to elementary teachers.

Courses at the end of the list include Secondary Education, Vocational Guidance, and History of Education. It is difficult to account for the attitude of teachers toward these subjects as expressed in this Table. Probably a failure on the part of the instructor to adapt the material of the course to the classroom needs of the individual teacher will account in part for this attitude. Cultural values of a course such as History of Education are not generally realized until later in the teacher's development.

A similar point of view was reported by the teachers of Missouri. Among the professional subjects, the Missouri teachers "almost invariably placed the history of education very low in the scale, and in the combined rankings it is not only found at the foot of the list, but the margin that separates it from the other courses is so wide as to indicate a very general skepticism as to its worth."[34]

Another explanation to account for these attitudes might be suggested on the basis of an organization of material by the instructor in the course indicated for the needs of secondary teachers enrolled rather than of elementary teachers present.

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[34]The Professional Preparation of Teachers for the American Public Schools, page 184ff.

Table 58 presents the attitudes of teachers towards subjects taken under the general classification of Special Methods. Thirteen courses are listed in this group, all of which have a percentage value of over 50. Teaching of English ranks first on the list, followed closely by Teaching of Arithmetic. Inasmuch as the teaching of these two subjects occupies much of the elementary teacher's time, it is reasonable to note their

TABLE 58

(C) *Special Methods*

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"

UNDERSCORE: NONE LITTLE MUCH

Name of Course	None	Little	Much	Total	P.C. Much
1. Teaching of English	4	8	71	83	86
2. Teaching of Arithmetic	10	16	119	145	82
3. Teaching of Primary Subjects	2	8	46	56	82
4. Teaching of Reading	3	17	75	95	79
5. Elementary School Methods	1	9	35	45	78
6. Teaching of Music	....	2	6	8	75
7. Teaching of Primary Methods	5	18	56	79	71
8. Teaching of Geography	9	31	91	131	69
9. Teaching of History	4	8	24	36	67
10. Teaching of Number	1	1	4	6	67
11. Methods in Art	....	2	3	5	60
12. Teaching of Social Studies	....	1	1	2	50
13. Teaching of Algebra	....	....	....	....	....
Totals Special Methods	39	121	531	691	77
Per Cent Special Methods	6	17	77	100	....

Read Table as follows: 4 elementary teachers-in-service who reported having taken courses in Teaching of English indicated that this course helped them NONE in their classroom teaching, etc.

respective places in the Table. The relation of other subjects can be noted in the Table by the reader and further presentation will not be offered at this point. It is freely admitted that the number of replies in some instances is so small that the data in these cases may easily be disregarded.

Table 59 presents the teacher's evaluations of Psychology and Related

Courses as teacher-training instruments. Six groups of courses are mentioned in this classification. Child Psychology ranks highest with a percentage value of 77. A natural explanation of this fact would seem to indicate that instructors of this course related the work presented to the classroom needs of the teacher. Psychology follows closely with 74 per cent. Educational Psychology ranks fifth on the list with but 57 per cent. Speech Correction reported only by three teachers ranks lowest with 33 per cent.

TABLE 59

(D) *Psychology and Related Courses*

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"

UNDERSCORE: NONE LITTLE MUCH

Name of Course	None	Little	Much	Total	P.C. Much
1. Child Psychology	2	24	86	112	77
2. Psychology	8	8	47	63	75
3. Psychology of Common Branches	1	3	10	14	71
4. Mental Hygiene	1	1	3	5	60
5. Educational Psychology	6	21	36	63	57
6. Speech Correction	1	1	1	3	33
Totals Psychology and Related Courses	19	58	183	260	70
Per Cent	8	23	69	100	....

Read Table as follows: 2 elementary teachers-in-service who reported having taken courses in Child Psychology indicated that this course helped them NONE in their classroom teaching, etc.

Table 60 sets forth the distribution of the courses reported by teachers as Auxiliary to Method and Classroom Technique. Methods of the Recitation leads the list under discussion. While the number of teachers reporting this course is few in number, the type of course is apparently one that secures a favorable reaction on the part of the teacher, due to its practical value in the classroom. Other courses in Methods which are of a general character show a percentage of 70. It is difficult to account for the attitude of teachers to courses in the Project Method unless teachers found the principles taught of little use. The low percentage in this instance is worthy of more than passing notice.

TABLE 60

(E) *Courses Auxiliary to Method and Classroom Technique*

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"

UNDERSCORE: NONE LITTLE MUCH

Name of Course	None	Little	Much	Total	P.C. Much
1. Methods of Recitation	....	....	2	2	100
2. Rural School Problems	....	....	2	2	100
3. Supervised Study	....	1	5	6	83
4. Foundation of Method	....	1	5	6	83
5. *Methods	1	19	46	66	70
6. Every Teacher's Problem	....	1	2	3	67
7. Technique of Teaching	....	1	2	3	67
8. Attitude of Learner	....	3	3	6	50
9. Project Method	....	17	13	30	43
Totals Courses Auxiliary to Method and Classroom Technique	1	43	80	124	65
Per Cent	1	33	66	100	

*Includes courses listed as Methods.

Read Table as follows: 2 elementary teachers-in-service who reported having taken courses in Methods of Recitation indicated that this course helped them MUCH in their classroom teaching, etc.

TABLE 61

(F) *Practice Teaching and Observation*

REPLIES OF ELEMENTARY TEACHERS-IN-SERVICE TO QUERY: "DID THE COURSE HELP YOU IN YOUR CLASSROOM TEACHING?"

UNDERSCORE: NONE LITTLE MUCH

Name of Course	None	Little	Much	Total	P.C. Much
1. Observation	1	6	35	42	83
2. Practice Teaching	1	3	15	19	79
Totals Practice Teaching and Observation	2	9	50	61	82
Per Cent	3	15	82	100	

Read Table as follows: 1 elementary teacher-in-service who reported having taken courses in Observation indicated that this course helped her NONE in her classroom teaching, etc.

Practice Teaching and Observation as shown in Table 61 include two courses. Of these Observation is ranked higher in value than Practice Teaching. This fact is quite significant in view of the fact that Practice Teaching is now a universal requirement for teaching in this State.

A summary of these tables as indicated in Table 62 is most revealing. Ranking the *total* percentages of these courses under the six groups of courses used in this classification, the table shows that elementary teachers-in-service consider Observation and Practice Teaching of the most value to them in their classroom work. This percentage leads Special Methods by five points. The helpfulness of this latter group of courses

TABLE 62

SUMMARY OF TEACHERS' REPLIES CONCERNING COURSE VALUES AS EXPRESSED IN TABLES 56-61 IN PERCENTAGES

Rank	Group of Courses	Per Cent: None	Little	Much	Total
1.	Practice Teaching and Observation	3	15	82	100
2.	Special Methods	6	17	77	100
3.	Psychology and Related Courses	8	23	69	100
4.	Courses Auxiliary to Method and Classroom Technique	1	33	66	100
5.	General Professional Courses	9	26	65	100
6.	Academic Courses	12	27	61	100

Read Table as Follows: 3 per cent of elementary teachers-in-service report that Practice Teaching and Observation have helped NONE in their classroom teaching, etc.

has been due no doubt to the practical nature of the material presented. Psychology and Related Courses follow next in order. The attempts made more recently to apply the principles of Psychology to the subjects of the elementary field account to some extent for this response. Courses Auxiliary to Methods and Classroom Technique rank fourth on the list. General Professional Courses follow in fifth place with Academic Courses least helpful. This latter attitude is most interesting in view of the fact that from Table 50, one notes that Academic Courses include 51.1 per cent of all courses reported as taken by elementary teachers-in-service. This is in spite of the fact that Table 62 shows that Academic Courses are reported by elementary teachers-in-service to have been the least helpful of all courses reported. The same paradox is revealed when it

is noted by the same tables that Observation and Practice Teaching are reported the least number of times by the same teachers and yet by Table 62 they are shown to have been the most helpful. This anomaly is difficult to explain.

A summary of this section shows then that elementary teachers-in-service find the courses most nearly related to their classroom teaching of greatest value. Courses far removed from their daily problems apparently have little appeal. This attitude on the part of teachers towards the courses offered them for their training must be taken into account most seriously if teacher-training institutions can hope for the proper functioning of their offerings in the daily work of the classroom teacher. The instructor of teacher-training courses must have such contacts with the problems of the elementary teacher and to such an extent as will be of essential assistance in organizing and presenting his material in the light of these experiences. To this end, previous experience in the elementary field on the part of an instructor is desirable, as well as first-hand knowledge of administrative and supervisory problems.

12. General Evaluation by Teachers of Courses Taken in Service

In order to secure a closer analysis of the teacher's point of view in regard to courses taken in service, the teachers were asked to "Indicate frankly your judgment as to the professional value TO YOU of the courses which you have had as a teacher-in-service." This evaluation was requested under the following heads: Strong points in the courses as to content, methods and presentation, instructors, and in general; weaknesses in the same elements and suggestions for their improvement.

The replies were of such a nature as to be almost impossible of tabulation in the usual manner and so will not be presented in tabular form. They will be discussed in the headings listed above in such a way as to reveal the attitudes of the teachers. The replies were unusually frank. When given the opportunity, teachers can be unusually frank, and it is hoped that this frank attitude may be expressed as the teachers intended.

Strong points in the courses: As to content, the replies seem to indicate that teachers on the whole found the courses helpful. To say that they were very helpful goes farther than the answers seem to indicate.

Adjectives used quite frequently are interesting, good, suggestive, well-planned and practical in many cases. Under Method, the lecture method was cited most frequently. The large number in many classes together with the great variety of individual teachers with varying problems made this method of presentation most logical. A few stated that the instructor permitted class discussion, which some feared was allowed in some instances to go far from the subject under consideration. Many were impressed with the splendid organization and logical presentation of the material in such a way as to be easily followed. "Some instructors presented lessons just as they would have teachers do" sums up many teachers' ideas as to when a lesson is adequately presented.

Instructors who are well-trained, capable, inspirational, patient, conscientious, thorough, and who like to teach their subjects expresses the teacher's point of view as to those instructors who had made the most impression upon them. Teachers expressed this attitude quite freely. In general those courses which were most interesting, most helpful, most practical and most inspirational appealed most widely.

However, teachers were not loath to cite elements of weakness. In discussing content, the following descriptions reveal their points of view: "The material was too general and not adapted to the needs of my pupils," "much was too vague and indefinite: the treatment should have been more concrete"; "too much material is attempted in the time allowed." "No instructor could accomplish one-half of the outline given us and so no teacher attempted it." This latter complaint is cited quite frequently. "Much of the assigned work had no bearing on the topics under discussion. In addition, the instructor never made an effort to find out if teachers were reading the material that was assigned." "In our classes there were so many teachers teaching different subjects that it was impossible to co-ordinate the content of the course; consequently it was not attempted." These weaknesses were often cited. Some teachers complained of the textbooks. It appears that in many courses textbooks were not used. Material given either through lectures or through required readings which were often inaccessible (at least to some teachers) made the course difficult. This was quite satisfactory to the insincere, but of constant annoyance to the conscientious teacher.

Criticisms of weaknesses in methods center on the constant use of the lecture method in which the material presented was so unsystematic as to be uninteresting and without any semblance of individual or group

adaptation. Teacher citations of the unprepared or "slightly" prepared instructor who used up the time of the class to tell of his early experiences in teaching and, in his rambling talks, "assumed comical positions," are not the product of a fanciful mind. The instructor who is opinionated and who has little respect for the point of view of his students is just as adverse to excellent results as the instructor whose classes are a constant rumble of voices with the loudest and "longest" individuals constantly in the foreground. Method accompanied by demonstration in the class either by the instructor or by some member of the group is met with too infrequently. Instructors should know their subjects before trying to present their material and in doing so should remember that "they are teaching teachers."

Extension instructors, according to the judgment of the teachers-in-service, are, as a group, usually inferior to that group teaching in residence. This complaint is met with many times. Teachers dislike the instructor who is sarcastic, of weak personality, who makes the teachers afraid, who prates about his degrees or his personal affairs, who is vague and indefinite and who "rambles all around." So often it is mentioned that "he does not cover his assignments" and "he never remembers what he covered the week before." Teachers demand an instructor who is at least interesting. With longer periods such as are usually found in extension courses, the faculty of securing interest is of prime necessity. The ability to *hold* a class for two hours late in the afternoon or evening requires teaching power of the first rank. Many instructors with an excellent reputation in their own classrooms at the normal schools, colleges and universities, feel ill at ease, and unequal to the occasion in extension courses; or under pressure of work find it impossible to make the specific preparation for their extension groups; or in some cases are unwilling to give the extra time and effort necessary to make such preparations and provisions for attention to individual students' needs.

Elementary teachers then offer the following suggestions for the improvement of courses intended for them: (1) Plan the course to fit the pupils taught by the teachers. (2) Secure better prepared and sympathetic instructors who are willing to study the problems the teacher is anxious to have solved and who demonstrate methods which can be adapted in the classroom. (3) Arrange units of work definitely organ-

ized, definitely covered and definitely checked. (4) Make available to teachers material which is well selected and properly adapted. (5) Contemplate a complete reorganization of the whole system of training-in-service which "seems to be planned to help all the teachers who wanted to continue teaching to be safe under the present law and whose courses and teaching methods were planned accordingly." This point of view, expressed so many times in the teachers' replies, is a helpful indication of a real desire on the part of elementary teachers now in service for real training in service, whose first emphasis is not so much upon credits to be accumulated as upon training afforded thereby. When elementary teachers as a group express such a desire, the future of the profession seems assured.

13. Evaluation of Courses by Supervisory Officers

Having presented the viewpoint of the teacher as to the value of courses taken by elementary teachers-in-service, our attention will now be directed to obtaining the point of view of the supervisory officer. These officers: county superintendents, district superintendents, and supervising principals, were asked to "Grade the following types of courses which you have found to be most helpful to your elementary teachers-in-service." Groups of courses such as have been emphasized in this chapter[35] were indicated and the supervisory officer requested to grade each from 1 (highest) to 6 (lowest). Replies were received from 45 county superintendents representing 70 per cent of the total number in the State, from 115 district superintendents representing nearly 75 per cent of the total number, and from 78 supervising principals, a 15 per cent sampling.[36]

The method of arriving at this ranking is as follows: each numerical estimate was placed under its appropriate heading, and the totals of each division tabulated. The total number of replies under 1 (indicated above) for each type of course was multiplied by six; the total number under 2 by five, etc., and the totals thus secured added together. The highest result secured by these totals was ranked in the table following,

[35] See page 213.

[36] Of the 508 supervising principals of the State, questionnaires were sent to every third one. Total number replies received was 115.

the second highest following, etc. This method was carried out for the three groups.[37]

It will be observed from Table 63 that Special Methods including Courses Auxiliary to Method and Classroom Technique is ranked first on the list in combined ratings, having received fourth place with the county superintendents, first with district superintendents and first with supervising principals.[38] This group of courses takes precedence over all other types of courses giving most assistance to elementary teachers-in-service from the standpoint of supervisory judgment. Many of these courses are generally known as professionalized subject matter courses.

TABLE 63

RANK OF RELATIVE VALUES PLACED UPON GROUPS OF COURSES FOR ELEMENTARY TEACHERS-IN-SERVICE BY SUPERVISORY OFFICERS

Rank	Types of Courses	County Superintendents	District Superintendents	Supervising Principals	Combined Rating
1.	Special Methods including Courses Auxiliary to Method and Classroom Technique....	4	1	1	6
2.	Observation of Teaching.....	3	2	2	7
3.	Academic Courses	1	6	4	11
4.	Practice Teaching	2	5	5	12
5.	General Professional Courses.....	6	4	3	13
6.	Psychology and Related Courses.....	5	3	6	14

Read Table as follows: County superintendents place a relative value of 4 on Special Methods, etc., as a group of courses most valuable for training elementary teachers-in-service, etc.

Dr. Bagley, writing on the nature of the professional training of teachers, expresses the following:

"If a curriculum for teachers involves only two years of study beyond the high school, it is clear that the bulk of this time must be given to the intensive mastery

[37]This method of comparison was used in order to give weighted values to each group of replies.

[38]The sum of these values equals 6 and thus ranks it in first place. Observation of Teaching in this grouping is separated from Practice Teaching. After these questionnaires were sent out, it was decided to group together these two and separate Special Methods and Courses Auxiliary to Special Methods and Classroom Technique. After replies came in, it seemed necessary to accept results as they were given.

of the specific subject-matter to be taught and to the essential minimum of work in educational theory and practice. But the specific subject-matter that is taught in the elementary school is by no means narrow in its scope, and the courses presenting this subject-matter assuredly need not be lacking in the breadth and enrichment characteristic of liberal studies."[39]

And again,

". . . subject-matter courses when thus thoroughly 'professionalized,' may well constitute the basis of each curriculum for the preparation of teachers, and the illogical abstraction of 'method' from the subject-matter to which it pertains may in this way be largely eliminated. This does not mean that subject-matter courses should be limited to the materials that will appear in the later teaching-programs of the student, but the first care should be that such materials are amply provided for."[40]

There is no doubt that instructors in teacher-training institutions have been profoundly influenced by this point of view and that many courses in this group have been organized in conformity with the principles expressed in the document from which the above quotations have been taken. At least one may state that attempts more or less effective have been made to do so. This being the case, it is quite interesting to note from Table 63 that the above point of view seems to have been justified if the reports of supervising officers are to be accepted. Noting also that county superintendents have placed Academic Courses in first place, it is not to be doubted that many of the latter group of courses were offered with the above point of view predominant to a greater or less degree.

Observation of Teaching follows in second place, having been given third place by county superintendents, and second place by both district superintendents and supervising principals. This group of courses takes precedence even over Practice Teaching, supervisory officers apparently finding that Observation of Teaching produces excellent results with their elementary teachers-in-service. It may, however, be administratively more convenient and appropriate with district supervisory officers. Where teachers are given frequent supervision, teachers may be practicing constantly with the supervisor in watchful charge. To observe good teaching, learn the methods most useful to their own work and

[39]Professional Preparation of Teachers for American Public Schools, Carnegie Foundation for the Advancement of Teaching, Vol. 14, page 149.
[40]Op. cit., page 227.

how to apply them, is, from this phase of the study, a most valuable part of the training of elementary teachers-in-service. Accepting this point of view, it seems most essential that more time be given in the training of elementary teachers through this method of improving their service to their pupils and community. Supervisory officers demand training in that which can be used and applied immediately by their teachers. The immediate values seem to be the essential factor.

Following Observation of Teaching, supervisory officers, while ranking Academic Courses third, seem to disagree quite widely as to their relative value. County superintendents have found these courses of primary importance to teachers. Due no doubt to the dependence of many rural teachers on their own resources, county superintendents have apparently found many of them wanting in academic training. This want probably would not be so apparent where skilled supervision would correct the difficulty. This lack of training in the fundamentals is mentioned quite frequently by county superintendents. It is difficult to explain the low rank given Academic Courses by district superintendents. Several explanations suggest themselves: (1) better prepared teachers, academically, find their way in districts of the second and third class, (2) closer supervisory assistance aids in removing these deficiencies, (3) there is a greater availability of sources of information for emergency preparation when such deficiencies arise, (4) these deficiencies in certain teachers may often be lost in a relatively larger group of teachers.

Practice Teaching ranks fourth on the list, second with county superintendents and fifth place with district supervisory officers. Again the need for teachers who are adequately trained in the performance of their duties without assistance is the chief problem of the county superintendent. District supervisors are apparently desirous of having elementary teachers observe good teaching, believing in their ability to make the necessary applications. In addition these teachers are practicing under supervision daily, hence emphasis is placed on other training than the practice teaching.

General Professional Courses rank fifth on the list, having one sixth, one fourth and one third place. A lack of appreciation of the deferred values of this group of courses may offer some explanation. District

supervisory officers apparently feel that they have greater value as courses for training elementary teachers-in-service.

Psychology and Related Courses ranks last on the list with a fifth, third and sixth place. Explanations in this instance might follow suggestions offered in the paragraph above. Dr. Bagley states that the study of psychology

". . . in the teacher's curriculum has to fulfil two fairly distinct functions: (1) it must provide a basis for explaining and interpreting successful teaching practices as well as principles from which to derive new and better practices; and (2) it must furnish a working theory of the mental life as a basis for understanding the larger problems of education, many of which are only remotely connected with teaching."

and adds in a footnote,

"The failure to recognize this twofold function of the study of psychology is doubtless responsible in large part for the conflicting views regarding the actual value of this subject in the professional preparation of teachers."[41]

Reasons expressed in the last two paragraphs account in part for the lower rating of the two latter groups of courses. Instructors teaching these courses should relate the principles and material set forth to the problems of the classroom in such a manner that teachers can really understand, visualize and apply. It seems to the writer that, in this way these courses, valuable beyond any question of a doubt if properly taught, will really function as they should to the degree that this is accomplished. In order to do this, however, instructors should have had actual experience with the daily problems of the classroom teacher and a further inclination and willingness to increase their knowledge concerning them.

A comparison of supervisory judgments as shown in Table 63 agrees in part with teacher judgments as shown in Table 62. The main headings in these two tables are not alike in two instances. Consequently they are not exactly comparable throughout. Special Methods appear to receive first and second rank with Observation of Teaching holding a similar position. Teachers find Academic Courses of less value than do supervisory officers, but find Psychology and Related Courses of more value. Both agree as to the relative value of General Professional Courses.

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[41]Professional Preparation of Teachers for American Public Schools, page 181.

Asked to indicate frankly their general impressions of courses taken by elementary teachers-in-service, county superintendents indicated these impressions as follows: *Content of courses* although better organized and more vital than those offered immediately following 1921, still do not stress content teaching sufficiently. Many of these officials maintain that since many elementary teachers are weak in a knowledge of the fundamental subjects upon graduation, the courses offered to teachers-in-service make little effort to correct these deficiencies. Too much emphasis is being placed on methods to be taught in each subject, many of which are presented in too theoretical a manner and which teachers find difficulty in applying. Too much is attempted in the short time allowed with a resulting lack of thoroughness. In the opinion of a few, normal school extension courses are as a rule inferior to college extension courses, no reason for statements being offered. County superintendents' suggestions may be summarized in the following manner: (1) the teaching of the fundamental subjects should be the first essential teaching requirement of the elementary teacher; hence every effort should be made to develop proficiency in this direction; (2) the methods which are presented should be presented in such a manner as to correlate with content teaching and should be made as usable as possible; (3) courses should be organized and given which will direct teachers *towards* rather than *away from* the rural and small town schools.

Methods of presentation have been improved in recent years. Many county superintendents find them quite satisfactory. Some complain, however, that, in many instances, their teachers fail to follow the suggestions of the instructor; in other words, regardless of where the blame may be, much of the material presented fails to function. College instructors are usually less potent in ability to present instruction to elementary teachers than normal school instructors, due partially to more frequent speculative tendencies on the part of the former. They suggest on the part of the instructor a broader knowledge of methods really applicable and usable by elementary teachers-in-service. As has been said, these methods should accompany the content taught. A few actual demonstrations should be a part of the scope of every such course. These could be presented in such a way that actual classroom situations are created which the elementary teacher can visualize and apply in her own classroom.

The county superintendents feel that, for the most part, the *instructors* are all that could be desired. Some they call satisfactory, others, enthusiastic and helpful. They feel, however, that, in some instances, normal school instructors do not keep abreast of the best thought on method and classroom technique. Others are "out of touch with conditions in rural communities." Some county superintendents complain that there are too many "classical" college instructors giving extension and other courses that fit for college but do not help the elementary teacher. Too often the best instructors are not sent to the outlying communities because "they do not want to annoy themselves with the inconveniences they may have to meet." Quite often substitutes are sent which tends to break the continuity of the presentations. They suggest instructors with actual classroom experience and a willingness to study the problems of the classroom teacher in her home environment. The application of material presented to these problems is of real benefit to the elementary teacher.

District superintendents find the *content of courses* more suited to the needs of the classroom teacher than do the county superintendents. They describe material which is presented desirably in the following phrases: "liberal in content and scope," "suited to our needs," "stressed content with methods equally," "well chosen." The following weaknesses stand out: "often too academic," "too much work covered in the time allowed which seemed to give a superficial aspect to the course," "merely repetition," "not adapted to the teacher's NEEDS." They suggest that it is difficult to get courses to fit the needs of all. Consequently some method should be developed whereby teachers with *like* problems may assemble for mutual assistance. Instructors should plan courses carefully with a view to meeting the needs of their teachers as far as possible. In all cases instructors should have had experience in the elementary field and a willingness to spend time in the local school system to assist teachers personally as well as to study the problems of the local system with a view to organizing the units of the course accordingly.

The *methods* used are subject to much difference of opinion. Some find the lecture method of much value. Others are much opposed to its use. College instructors are found weakest in methods of presentation. Some instructors are impractical, others thorough and beneficial. District superintendents favor the instructor who demonstrates much during

the course, both by creating actual classroom situations as well as by the use of children to illustrate his methods. Methods should be specific and applicable to classroom use. Teachers are there to get that which they can carry back to their classrooms to use and apply.

In the last analysis, according to the district superintendents, the success of a course depends upon the skill, forcefulness and the energy of the instructor in charge. Weak, spineless and indifferent instructors are attacked in no uncertain terms. Unprepared or poorly prepared lessons on the part of the instructors call forth much criticism. It requires much skill to interest teachers coming to classes at the end of the day's work and a greater skill to make them carry out enthusiastically the work assigned for the next period.

On the whole, many district superintendents feel that, while much has been accomplished, many of the courses have been organized for the sole purpose of credits. One frank individual writes, "Candidly, I do not consider the courses taken by my elementary teachers as of much worth." Another writes, "In the three years I have been here, I have been much disgusted with the whole extension idea. A larger proportion of practical men with sound training should be brought into the work." Another, "Courses to be of real value must be so arranged that teachers can really grow in their profession."

Perhaps no group of men have been in a better position to pass judgment upon courses taken by elementary teachers-in-service than the group of supervisory officers cited in the above discussion. How has the teacher *actually improved* in the classroom is of more vital importance to these officials than the accumulation of so many credits or the amassing of so many certificates. Their viewpoints in this regard have been presented above with the same spirit of frankness with which it was first given and should be examined in the same spirit.

14. Summary

Chapter IV analyzes the nature of the training of elementary teachers-in-service, stimulated by the Edmonds Act and consisting of the accumulation of credits for certification purposes. This training is measured in terms of units of credit called courses. Some of these have been definitely required. Others are suggested or not mentioned. Standardized elements in these courses as far as the State is concerned consist of

elements of time, type of course, length of course in weeks, credit value, qualifications of the instructor, approval of institution giving the course. Training not in accordance with these requirements is not accepted for certification credits.

From the beginning, State approval of teacher-training institutions offering courses was required in order to offer courses acceptable under the Act. Training received by elementary teachers-in-service as understood in this study concerns approved courses offered and taken by teachers under the auspices of such approved institutions.

In order to arrive at conclusions concerning the nature and extent of courses taken by elementary teachers-in-service, five methods of analysis were used and are set forth. It was hoped that by these varied methods sufficient data would be at hand to offer conclusions as to the nature and extent of courses taken by elementary teachers-in-service. In order to make data as to these courses comparable, a decision to group them under the following headings was adopted: Academic Courses subdivided into nineteen groups, General Professional Courses, Special Methods, Psychology and Related Courses, Courses Auxiliary to Method and Classroom Technique, and Practice Teaching and Observation. Throughout the five analyses, this grouping was used.

The first analysis concerns courses reported by elementary teachers-in-service themselves. An analysis of 5487 specifically named courses was made and classified according to the groups indicated in the preceding paragraph. A further analysis of these courses was then made which included subdivisions under each group listed above. Frequency of titles listed show that specific courses mentioned by the certification regulations influenced to a large extent the choice of teachers as to courses taken. Particularly is this true in fourth class districts. However, all courses reported were not taken for certification purposes. Courses in second and third class districts seem to pertain to greater specialization in fields of knowledge than in fourth class districts.

Since a remarkably small number of courses in Practice Teaching and Observation (83) are reported in this group as required by the certification Bulletin, this leads to a conclusion that this part of the requirement was not generally adhered to. Other courses were probably substituted. This is further borne out in the summary of all courses as shown in Table 50.

In an analysis of courses offered in a single State normal school during the seven summers from 1921-27, the further influence of specific courses mentioned in the certification regulations as to the most frequent courses taken is seen. A total of 91 specifically named groups of courses are included in the summer offerings of this one State institution.

A similar situation is noted with respect to the courses offered by all State normal schools in extension since 1921. All of these groups of 46 courses are further combined under the six headings as indicated above.

A fourth analysis included all extension courses in second, third and fourth class districts as reported by supervisory officers. A listing of 626 specifically named courses shows less influence of the regulations as found in the State Teacher Bulletin. On the other hand, most of these courses being arranged on the institute-substitute plan were formally approved by the Department before being offered. Probably fewer of these credits were used for certification purposes.

The fifth type studied included correspondence courses taken by elementary teachers-in-service as offered by the State normal school designated by the State Department for this purpose. These courses, while contributory to a lesser degree to the training of teachers-in-service, had a definite relationship to certification.

A summary of all courses taken by elementary teachers-in-service include 51.1 per cent of all courses reported. Special Methods Courses include 19.3 per cent, General Professional Courses 16.6 per cent, Psychology and Related Courses 9.6 per cent, Courses Auxiliary to Method and Classroom Technique 3.0 per cent, and Practice Teaching and Observation, .5 per cent.

An attempt was then made to analyze the number and distriution of courses taken at colleges and universities both in the State of Pennsylvania as well as outside of the State. A total of 2538 courses taken by elementary teachers-in-service was reported as training received in thirty collegiate institutions in the State of Pennsylvania. Pennsylvania State College leads this list, having a percentage of 32.6.

Of all courses reported in this group, 15.9 per cent were classified as having been taken in residence during late afternoons or on Saturdays in nearby colleges and universities. Forty-four per cent were classified as extension courses, 38.3 per cent as college summer session courses,

1.37 per cent as spring normal courses and .03 per cent in correspondence.

Elementary teachers-in-service reported attendance upon 45 institutions of collegiate grade outside of the State of Pennsylvania, as shown in Table 52. Columbia University leads this list of institutions with 36.9 per cent of the courses reported. Most of the other institutions at which attendance was indicated are located in adjacent States. A few, however, are widely distributed. Out of the total of 5487 courses reported in this study, Table 52 would indicate that 8.3 per cent of these courses were taken in institutions of collegiate grade outside of the State of Pennsylvania.

A summary of all courses reported by elementary teachers as having been taken in service since 1921 as indicated in Tables 53 and 54 show that 72 per cent of all elementary teachers teaching in Pennsylvania report having taken courses since 1921, the median number being 7.3 courses.

An effort was then made to evaluate certain phases of this training. On the basis of expert judgment, extension courses received a value of 83 as based on an equivalent value of 100 for similar courses offered in residence. Correspondence courses were similarly valued at 75. Similar testimony offered by county superintendents place a relative valuation of extension training at 70 and correspondence training at 53.

Consensus of judgment of all agencies thus places a lower value on extension courses than in residence, and a considerably less value on correspondence courses. Having ascertained the ratio of this value, a corresponding reduction in the amount of credit allowed for certification purposes would be the logical step to pursue. The determination of this ratio of value remains at once the problem of the State Teacher Bureau of the State Department of Public Instruction. One might further suggest that, ideally all courses for teacher-training purposes should be so organized and administered that the training values of each would be equivalent.

Teachers were asked to indicate the extent to which these courses have been of professional assistance to them in their classroom teaching. They were asked to indicate judgments on a three point scale: none, little, much. Percentages were prepared for each group of the 5487 courses reported in Table 37. On the basis of "much" help se-

cured through the course mentioned, after an analysis of each group of courses, teachers seem to feel that these courses most nearly related to their classroom teaching offer the greatest assistance. Courses far removed from their daily problems apparently have little appeal. To this end Practice Teaching and Observation is ranked first, followed by Special Methods, Psychology and Related Courses, Courses Auxiliary to Method and Classroom Technique, General Professional Courses and Academic Courses.

In the last analysis, any State teacher-training program will be of value to the teachers-in-service of a State only to the degree in which the courses representing the units of such program are of value to the teacher in the classroom and of actual helpfulness in solving the manifold problems of teaching. Measurement of teaching success should always be in terms of abilities and skills to do the teaching job successfully, evidence of which must be demonstrated by the presence of such abilities and skills whenever and wherever they are to be performed. What the pupils *are* and *do* and *become* is the real test.

The values received by teachers in some courses may be demonstrated immediately; in others the revelation of values may be deferred. The likelihood that a value may be useful in some future time is of less importance than the knowledge that a value is definitely useful and can be applied in the classroom. Teachers find more valuable and appreciate to a greater degree those courses the elements of which can be demonstrated to have value for immediate or early use.

In order to secure the elementary teacher's point of view as to these courses from more specific standpoints, teachers were asked to offer an evaluation under the following headings: strong points in the courses, weakness, and suggestions for improvement as to each of content, methods and presentation, instructors, and in general. Elementary teachers seem to profit most by courses of a practical nature adapted to the problems of the classroom. They prefer instructors who are well trained, capable, inspirational, patient, conscientious, and thorough, and who like to teach their subjects. In general those courses which are most interesting, most helpful, most practical, and most inspirational appeal most widely.

Academic Courses which are ranked by the teachers as least helpful in their daily work are yet reported by these same teachers to have been

taken most frequently as courses for certification purposes. In like manner, Practice Teaching and Observation, while reported least frequently by the same teachers, were at the same time considered most helpful.

Supervisory officers were asked to rank types of courses as to specific values to teachers-in-service. Table 63 presents a summary of these ranks and reveals values of groups in the following order: Special Methods including Courses Auxiliary to Method and Classroom Technique, Observation of Teaching, Academic Courses, Practice Teaching, General Professional Courses, Psychology and Related Courses.

Supervisory officers consider the observation of good teaching, the learning of methods most useful to their own work and their direct application some of the most valuable phases of the training of elementary teachers-in-service. These officers demand a type of training which is useful and can be applied immediately by their teachers. The immediate values seem to be the essential factor.

In the same manner as has been indicated in a previous paragraph, supervisory officers were asked to indicate their judgments as to the nature of the courses taken by their elementary teachers-in-service with suggestions for their improvement. Their replies have been presented and summarized in the body of the chapter. How has the teacher actually improved in her classroom teaching is of more vital importance to these officials than the accumulation of so many credits or the amassing of so many certificates.

Thus this chapter has been an attempt to describe and to evaluate courses taken by elementary teachers-in-service from a number of angles. Inasmuch as most of these courses were offered as credits for certificates, their nature and value as teacher-training agencies bear a definite relationship to our problem.

CHAPTER V

Some Apparent Results of the Program

What measurable progress, then, has the State of Pennsylvania made in placing a well trained teacher in every classroom of the State, and what have been some of the effects which the administration of the program has had upon the teaching profession of the Commonwealth? What are the evidences that progress has been made? Let us examine at the outset some of the earlier prophecies made by teacher-training experts of the State who were in a position to report on the progress attained.

1. Earlier Studies

Dr. Rowland, Director of the Bureau, in addressing the sessions of Schoolmen's Week at the University of Pennsylvania, April, 1923,[1] stated that

". . . progress in attaining the goal by 1927 depended on two considerations: first, the training of the teachers-in-service who lack the equipment required for standard certification, namely, the equivalent of two years of professional training subsequent to a four-year high school education; and second, the provision for a supply of new teachers to flow into the service in such numbers as to maintain the standard so achieved. . . .

"A recent study was made in the Teacher Bureau from a random sampling of the partial certificate applications to discover the distribution of credits remaining to be secured by the partial certificate holders before standard certification might be achieved. This distribution showed that 10 per cent of teachers holding non-standard certification with from 1 to 15 semester hours remaining before standard certification was due, and 29 per cent with from 50 to 62 semester hours remaining. The median number of semester hours remaining to be completed on the part of the persons now holding non-standard certification was 43. This study did not take into account the four semester hours of credit allowed for the current year's teaching experience where the rating is "middle" or better, nor did it taken into account such credits as may have been earned in extension courses in attendance upon which there have been upwards of 18,000 teachers during the cur-

[1]Rowland, Albert Lindsay, Progress in Attaining the 1927 Goal, Schoolmen's Week Proceedings, University of Pennsylvania, April, 1923, page 144ff.

rent school year. These factors, therefore, might reasonably be assumed to reduce this median of 43 semester hours by an additional 8 semester hours, making the median at the close of the school year 1922-23, 35 semester hours."

Dr. Rowland, then, in an extended discussion, showed how, in his judgment, the facilities were available by means of which teachers-in-service might be enabled to secure the required training. He concluded: ". . . thus 35 semester hours may be achieved with some slight leeway within a period of two years' time and it will be possible for high school graduates to continue to enter the teaching profession up to and including the year 1924-25 and still achieve standard certification by September 1, 1927."

Dr. Rowland's optimism in the whole matter was revealed when he predicted that it would be possible for teachers-in-service to accumulate a total of 124 semester hours' credit, including the experience credit to be allowed, by continuing with extension and summer courses. The amount of credit thus possible to be earned would be considerably in excess of the 70 semester hours required for the standard certificate. In this way considerable leeway would be allowed for those teachers who, because of certain conditions beyond their control, would be unable to secure continuous training.

Because of the apparent continued shortage of trained elementary teachers,[2] it became necessary to allow the infiltration of great numbers of high school graduates particularly in fourth class districts, which inevitably made the problem more complicated. However, there is no evidence to show that steps were taken to verify this shortage and to utilize available qualified elementary teachers by systematic distribution.

In a similar manner, Dr. J. A. H. Keith demonstrated the method by which Indiana State Normal School was setting about to meet the situation as far as its service area was concerned, and showed the great number of difficulties that had to be overcome.[3] He believed it possible that certain groups of teachers might easily meet the requirements by 1927 and, with proper co-operation, all groups could probably achieve the desired goal, although it was quite essential that schools be kept open and operating.

Dr. Charles A. Wagner, following in the discussion of the papers

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[2]See address of Dr. Rowland, op. cit., page 148, for evidence of this need for teachers.

[3]Keith, J. A. H., How are the Normal Schools Meeting the Need, Schoolmen's Week Proceedings, University of Pennsylvania, 1923, page 149ff.

presented, was somewhat pessimistic as to the outlook. He advocated the restoration of teacher-training classes in city school systems, because he felt the State teacher institutions inadequate to meet the situation particularly as 1927 approached and the need became greater because of the additional teachers needed. It is difficult to reconcile this statement, however, with reports of progress in certification in cities which showed that less need for standard trained teachers existed in second class districts than in fourth class, especially in the rural sections.[4] As to such teachers entering the rural service after being trained in city training schools, experience seems to indicate that the flow of teachers is toward rather than away from urban centers.

A study made by the Department of Public Instruction September 1, 1925, based on the holders of 6,821 partial certificates, (700 of which were partial secondary), data concerning which is presented in Table 64, showed that, out of a total of these 6,821 partial certificates, there

TABLE 64

NUMBER OF SEMESTER HOURS TOWARDS STANDARD CERTIFICATION CREDITED HOLDERS OF PARTIAL CERTIFICATES, SEPTEMBER 1, 1925

Number Semester Hour Credits	Number of Teachers
1- 6	196
7- 9	342
10-12	1264
13-24	688
25-36	1607
37-48	1259
49-60	928
61-70	537
Totals	6821
Median	31.8 Semester Hours

Read Table as follows: 196 elementary teachers holding partial certificates were credited with from 1-6 semester hour credits towards standard certification as of September 1, 1925, etc.

[4]See Table 70. Dr. Wagner at that time was City Superintendent of the Chester, Pa., Public Schools.

were 196 teachers who had but 1-6 semester hours' credit towards certification. An additional 342 teachers had secured 7-9 semester hour credits while a total of 1264 had secured from 10-12 semester hour credits or the equivalent of one summer session in a State normal school. The median teacher had secured but 31.8 semester hours of credit. These results do not look so encouraging with the goal but two years distant.

A further analysis of the data revealed the fact that, as is shown in Table 65, one county had a total of 420 teachers with partial certificates.[5] Two counties reported teachers between the 350-399 interval,

TABLE 65

DISTRIBUTION OF PARTIAL CERTIFICATE HOLDERS BY COUNTIES (BASED ON DATA SHOWN IN PRECEDING TABLE)[6]

Number of Teachers	Number of Counties
Over 400	1
350-399	2
300-349	1
250-299	2
150-199	5
100-149	11
75- 79	10
50- 74	9
25- 49	19
1- 24	4
Number of Counties	66
Median	77.5 Teachers

Read Table as follows: 1 county of the State reported a total of over 400 teachers, September 1, 1925, holding partial certificates, etc.

a fourth between the 300-349 interval, etc. The median county reported 77.5 teachers with partial (non-standard) certificates. This table further shows that the problem of securing state-wide standard training was more acute in some counties than in others and enabled the State Teacher Bureau to ascertain the extent of the problem in various portions of the State.

[5]Approximately 10.2 per cent of these were holders of partial secondary certificates.

Myers[6] has shown that, as far as the rural schools are concerned, the per cent of trained teachers has increased only 9 points in nine years. Said he in part:

"For the year 1917-18, King estimates that 14 per cent of the one-teacher schools were taught by normal school graduates. The nine-year period since 1917-18 has advanced this per cent nine points. . . . In 1926-27 there were 24,370 normal school graduates teaching within the State. Of these 1,830, or 7.5 per cent, were teaching in one-teacher schools. As the rural school constitutes 20 per cent of all elementary teachers, it is evident that the rural schools are not getting a just proportion of the normal school's attention or product. However one figures, the answer is constant: normal school graduates and rural school positions tend to keep apart. . . .

"There is at least no prospect of the legal requirement of a normal school graduate teaching in each school in the fall of 1927 being met. A few rural counties in which normal schools are located may be able to meet the requirement within a few years, but it appears that radical changes must be made in the organization, control, and support of rural schools before it is likely to be met in the State as a whole.

"With a 52 per cent turnover in the teaching force of the rural schools each year, it is almost a hopeless job to attempt to supply trained teachers. Only in exceptional cases will capable and trained teachers go into these positions."

2. Present Certification Status

The studies which have been quoted above reveal the progress made in the State at various times and by different methods of analysis. Table 66 has been prepared setting forth a method of analysis of all types of certificates since the Edmonds Act went into effect. This presentation is based upon an analysis of the growth in the number of different types of certificates held by all elementary teachers in the State since 1920-21. The data used has been taken from official State Reports for the years indicated and is an attempt to show the progress made in the reduction of partial elementary and emergency certificates, non-standard types, held by elementary teachers of the State since 1920-21. The percentages used have been deduced by using the ratio of elementary teachers to other teachers of the public schools for the school year 1925-26. The State Reports do not indicate a distribution of teachers in a usable man-

[6]Myers, Charles Everett, Normal School Graduates in One-Teacher Schools, Bulletin No. 2, Pennsylvania State Education Association, Harrisburg, October, 1927.

Table 66

CERTIFICATION STATUS OF ELEMENTARY TEACHERS IN PENNSYLVANIA IN DISTRICTS OF THE SECOND, THIRD AND FOURTH CLASSES AT INTERVALS SINCE 1921 ON A PERCENTAGE BASIS*

Year	College	Normal	Standard, Inc. Special Certificates	Partial Elementary	Emergency	Total Non-Standard	Total
SECOND CLASS DISTRICTS							
1920-1921	2.6	52.8	37.7*	4.5†	2.4‡	6.9	100
1923-1924	3.1	60.5	32.1	4.0	.3	4.3	100
1925-1926	3.8	62.3	30.4	2.2	.1	2.3	100
November 1, 1926	4.1	62.6	31.1	2.1	.1	2.2	100
August 1, 1927	4.1	62.9	30.3	1.9	.2	2.1	100
THIRD CLASS DISTRICTS							
1920-1921	2.1	54.3	29.7	9.8	4.1	13.9	100
1923-1924	2.9	55.5	31.6	9.4	.6	10.0	100
1925-1926	3.1	58.3	30.1	6.4	.2	6.6	100
November 1, 1926	3.3	61.1	29.7	5.8	.15	5.95	100
August 1, 1927	3.5	61.6	30.1	5.7	.1	5.8	100
FOURTH CLASS DISTRICTS							
1920-1921	.9	31.3	16.5	19.8	31.5§	51.3	100
1923-1924	1.4	30.9	26.6	37.7	3.4	41.1	100
1925-1926	1.3	34.6	29.7	33.6	.8	34.4	100
November 1, 1926	1.5	37.2	31.3	29.5	.5	30.0	100
August 1, 1927	1.5	37.7	30.8	29.3	.7	30.0	100

*Includes permanent county, permanent state, professional under Section 1308, temporary and permanent specials and endorsement certificates.

†Professional and emergency A.

‡Provisional and emergency B.

§A large proportion of these certificates were translated into partial elementary certificates (see page 56f).

Read Table as follows: Of all certificates held by elementary teachers in Pennsylvania as of August 1, 1927, in second class districts, 4.1 per cent were classified as college certificates, etc.

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*Note—This table includes summary data concerning teacher certification in the State of Pennsylvania up to and including August 1, 1927, the last date on which official figures for the State as a whole have been released by the State Department of Public Instruction. Data for certain districts of the State as of November 1, 1927, are presented and analyzed in succeeding pages. This data, if analyzed for the State as a whole, as of November 1, 1927, would include credits earned by teachers in the summer sessions of 1927. The higher certificates earned through the use of these additional credits together with higher certification status of additional teachers entering for the school year 1927-1928 would lower the

ner for the other school years excepting for 1923-24. The extent of the error thus likely to occur in using this ratio for years other than the one indicated does not vary more than from one- to four-tenths of one per cent from the ratio of 1923-24, and so, for all practical purposes, these results may be considered fairly reliable.

In districts of the second class, the table shows that partial elementary certificates were reduced from 4.5 per cent in 1920-21 to 1.9 per cent as of August 1, 1927. Emergency certificates show a reduction of from 2.4 to .2 per cent. These figures show a reduction of non-standard certificates in second class districts to but 2.1 per cent of all elementary certificates in this class of districts. One may say that the problem of eliminating the non-standard trained elementary teacher in such districts has been nearly solved.

In third class districts, the percentage of reduction of non-standard elementary certificates was from 9.8 to 5.7 for partial elementary certificates, while in the case of the emergency certificates, the reduction is from 4.1 to .1 per cent. A total reduction of from 13.9 to 5.8 per cent of non-standard trained elementary teachers in these districts shows that while the problem still remains, it has been reduced to one teacher in seventeen. This may scarcely be considered an outstanding problem, unless it would make itself especially felt in some particular district due to the concentration therein of a large percentage of such teachers.

When Table 66 is examined for the figures for fourth class districts, the extent and scope of the problem that remains is revealed. A total percentage of 51.3 non-standard elementary certificates (19.8 per cent partial elementary and 31.5 per cent emergency certificates) has been reduced to 29.3 partial elementary and .7 emergency certificates in the time indicated. While this situation represents a marked improvement, it is quite significant when one realizes that practically 30 per cent of the elementary teachers of these districts still continue teaching without the standard training desired by the State. It must be remembered, in

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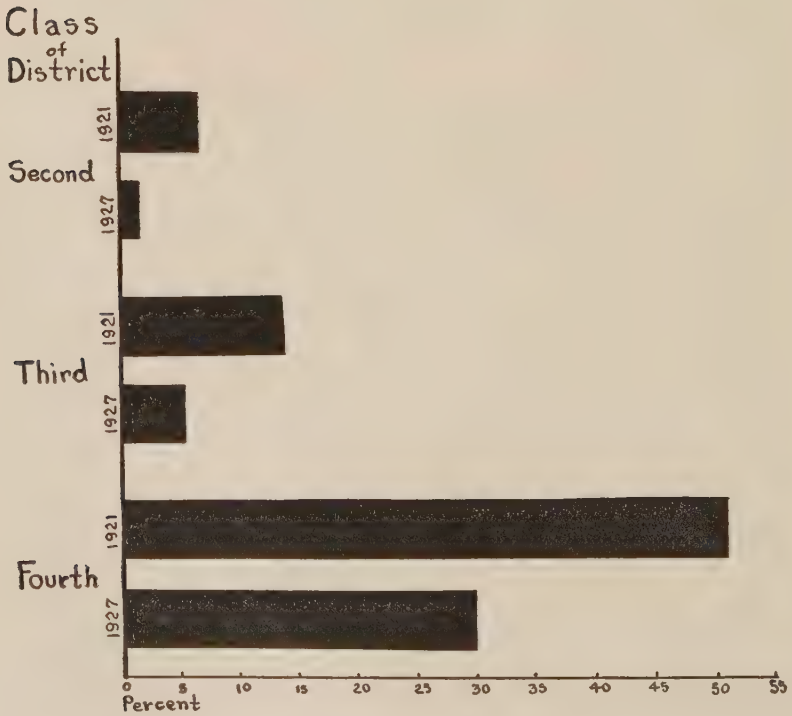
percentage ratio to some extent, although the difference would naturally be small. Data concerning the certification status of elementary teachers since that date are now in the process of preparation but have not as yet (May 1, 1929) been released. (See Chapter II for a discussion of attendance of elementary teachers in the summer sessions of State normal schools, colleges and universities for the summer of 1927. The reader is also referred to the address of Mr. Henry Klonover, Director of the State Teacher Bureau, during Schoolmen's Week, Philadelphia, March, 1929, as to the certification status of all teachers of Pennsylvania. This address will be published in the Schoolmen's Week Proceedings for 1929.)

this connection, the presence of this percentage of non-standard certificated elementary teachers is due, to a large extent, to the constant infiltration of high school graduates during the years of what was to have been a period of constructive effort. It must also be remembered that the

DIAGRAM 6

Comparative Certification Status of Elementary Teachers in Service Holding Non Standard Certificates



State permitted these young graduates to teach in the public elementary schools of the State upon the completion of one summer's training in the State normal schools. In addition, the State renewed these partial certificates merely upon evidence of the completion of six additional

semester hours of training. *Looking at the matter from one angle, might it not be said that the State has solved for the most part its problem as it existed in 1921? At the same time it has continued to re-create the problem by adding additional teachers with less than the desired preparation. In large part the present problem of the State may be said to represent a new situation created since the passage of the Edmonds Act. The State has thus continually renewed the problem while attempting to solve it, truly an anomalous situation.*

Accepting the data as shown in the preceding table, the assertion may be made that Pennsylvania has not yet succeeded in placing a standard trained teacher in every classroom of the State. When 30 per cent of the elementary teachers in one class of school districts of a State have less than standard training, it can scarcely be asserted that Pennsylvania has succeeded in accomplishing that to which the Edmonds Act was committed in 1921. Much zealous and patient labor remains to be done before this 30 per cent of elementary teachers of Pennsylvania may be said to be of standard training. It is difficult to apply the principles of equal educational opportunity for all the children of a Commonwealth when it is realized that children of the largest of the classes of school districts are compelled to attend schools in which 3 out of 10 elementary teachers have less than standard training and are still permitted to teach. Even the realization that at heart the problem is an economic one does not lessen the obligation of a State to equalize the educational opportunities for all of its children.

Tables which have been prepared by the Department of Public Instruction as of November 1, 1927, show that in a certain county of the State in which is situated a State normal school there are as many as 42 per cent of its teachers-in-service with less than standard certification. A total of eleven counties of the State show percentages above 30. A further analysis of these eleven counties shows that there are 137 out of a total of 342 districts of all classes in the State with a percentage of 50 or more of the teachers-in-service below standard certification. An actual count of the percentages of non-standard elementary teachers in 27 counties of the State in which figures were available shows that there were 38 districts in those counties that had 100 per cent of their teachers holding partial or emergency certificates. It is quite possible that no other teachers were available to "man" these schools; but it is also quite

possible that little or no effort was made by the local school authorities to secure teachers of standard training due to the lower salary they were willing to pay. *The successful fulfillment of the intent of the Edmonds Act depends quite as much upon the hearty co-operation of school directors and other school officials of the State in employing standard trained teachers for their elementary schools wherever available as upon the elementary teachers whose duty it is to secure such training as soon as possible.*

If there is evidence to show that there was available a sufficient number of qualified elementary teachers for the public schools of the State, as seems to be indicated in Table 69 of this chapter, decided weakness in the Act itself seems to be evident (1) insofar as placement facilities were inadequate to place any surplus of properly qualified elementary teachers desirous of securing positions in the public schools, and (2) insofar as full information was not made available to the proper officials of individual localities as to the availability of these elementary teachers. It is quite apparent that the problem of distribution and placement of elementary teachers once they are trained is necessarily complemental to the problem of training and certification itself.

3. Stimulation of Teachers with Standard Training

To what extent has the teacher with standard training been stimulated to continue her training and raise her professional status? Have these teachers continued with their training or, having once secured their permanent status, do they remain content? It is impossible to ascertain with any degree of exactness from the questionnaires to teachers those who completed courses since receiving certificates equivalent to standard training. Other means must be used in order to secure information on this point. However, in the absence of such definite information, it might be pertinent to remark at this point that, basing conclusions from a general overview of the replies received, elementary teachers-in-service who have secured certificates requiring no further training do not generally take additional training unless stimulated to do so through local initiative. This assertion is based largely upon data presented in the following paragraphs.

In reply to the following question addressed to district superintendents and supervising principals, "What per cent of your elementary teachers who, having received normal, standard or permanent certificates, con-

tinued to take additional professional training since 1921?" the distribution of the 140 replies is shown in Table 67. This table is not based in every instance upon actual information in the hands of these supervisory officers. However, it augurs well for the public schools of a State when 34.4 per cent of these supervisory officers report that from 90 to 100 per cent of their elementary teachers have continued to take some additional training since the Edmonds Act went into effect. A total of 55.8 per cent or over half of these supervisory officers report that more

TABLE 67

REPLIES OF DISTRICT SUPERVISORY OFFICERS TO THE FOLLOWING QUESTION: "WHAT PER CENT OF YOUR ELEMENTARY TEACHERS WHO, HAVING RECEIVED NORMAL, STANDARD OR PERMANENT CERTIFICATES, CONTINUED TO TAKE ADDITIONAL PROFESSIONAL TRAINING SINCE 1921?"

Per Cent of Teachers	Number of Replies	Per cent of Replies
90-100	48	34.4
80- 89	5	3.5
70- 79	6	4.3
60- 69	8	5.8
50- 59	11	7.8
40- 49	6	4.3
30- 39	5	3.5
20- 29	15	10.7
10- 19	17	12.2
0- 9	9	6.4
No data at hand	10	7.1
Totals	140	100.0

Read Table as follows: 34.4 per cent of the supervisory officers of the State reported that from 90-100 per cent of their elementary teachers with normal standard or permanent certificates continued to take additional professional training since 1921, etc.

than half of their elementary teachers with permanent certificates have continued to take training. But the day is still far distant when it may be said that all elementary teachers of the State are so enthusiastic for improvement as to cause them to continue to take professional training

without the application of some stimulus either locally or through State channels.

In reply to the query, "Is the taking of additional training made compulsory?" out of the 120 replies received, 36 stated that it was, while 84 replied in the negative. The compulsory feature then will account for a part of the high percentage group shown in the preceding table. Other reasons must be sought to account for the remainder.

County superintendents are not in such a desirable position, however, as the district superintendents in being able to require training of their elementary teachers-in-service. The extent of the county superintendents' activities in this direction include credits for renewals, recommendations for additional courses to be taken to eliminate evident weaknesses, and occasional demands for immediate improvement if the case seems to warrant such a drastic procedure.

Many county superintendents have developed certain procedures through which they remind teachers under their jurisdiction as to their certificate status. The following is an example of such a form letter developed in the county superintendent's office of Delaware County:[7]

OFFICE OF COUNTY SUPERINTENDENT
MEDIA, PA.

To the Holders of Partial Certificates:

According to our records your certificate expires August 1, 1928. To have your certificate renewed it will be necessary that you present evidence of having completed six semester hours of professional training in addition to those already presented.

If you have the equivalent of a four-year high school course, and seventy semester hours of professional training your Partial Certificate may be converted into a Temporary Standard Certificate. For your information the following quotation from a bulletin sent out by the Teacher Bureau is given: "Until July 1, 1927, four semester hours of credit towards the Standard Certificate in the elementary field shall be allowed for each year of approved experience, and a rating of middle or better."

In the near future this office will forward to the Teacher Bureau your rating score card properly filled out. Please make sure that your

[7]Form submitted through the courtesy of Mr. P. B. Andes, Assistant County Superintendent of Delaware County, with consent of the County Superintendent.

additional credits have been forwarded to Harrisburg if the work has been completed during the year.

Please let us know without fail whether you have already completed the requirements or intend to do so during the summer.

Sincerely yours,

In reply to a similar question asked county superintendents as to the number of their teachers with standard training continuing advanced preparation, the 45 replies received reveal the information shown in Table 68. This table indicates that fewer teachers in fourth class districts than in other classes of districts continue professional training. Many county superintendents qualified their answers in presenting replies. One wrote, "most teachers with standard qualifications do not spend the time or expense to qualify further." Another, "we cannot demand it"; a third, "we are situated 90 to 100 miles from a normal school or a college, and how can teachers procure additional training?" These are typical of a number of similar replies received.

TABLE 68

REPLIES OF COUNTY SUPERINTENDENTS TO QUESTION: "WHAT PER CENT OF YOUR ELEMENTARY TEACHERS WHO, HAVING RECEIVED NORMAL, STANDARD, OR PERMANENT CERTIFICATES CONTINUED TO TAKE ADDITIONAL PROFESSIONAL TRAINING SINCE 1921?"

Per Cent of Teachers	Number of Replies
70-100	2
50- 74	2
25- 49	8
0- 24	24
Many	2
Few	1
No data	6
Totals	45

County superintendents have urged their teachers to take additional training in the following ways "stressed at County Institute," "advised teachers through conferences or letters," "organized extension or cor-

respondence courses," "personal follow-up of individual cases," "worked with and through the local normal school or college," "encouraged school boards to employ only standard certificated teachers," "demanded summer school attendance of all partial elementary certificate holders," and in other ways. The records seem to indicate that many of the county superintendents have been earnestly urging their teachers to the extent of their authority to take additional training and thus comply with the State program for a trained teacher in every classroom of the State. On the other hand, some county superintendents have frankly admitted that they have done nothing in this direction beyond the duties of their office. Those in close touch with the office of county superintendent realize the tremendous moral pressure that can be exerted by this office, if so minded, not only upon the elementary teachers under their authority but also upon boards of school directors and supervisory officers. There is no doubt that not a small part of the secret of the success in some counties of the State in achieving a high percentage of trained elementary teachers has been due to the effective use of constructive county leadership. Strong and vigorous personalities in the office of county superintendent, intent upon securing properly qualified elementary teachers for the public schools in their counties, have thereby exerted a far-reaching influence in securing a greater degree of equal educational opportunity of all the children of a State.

District superintendents and supervising principals have used the following methods to assist in providing better trained teachers in their respective districts: "teachers advised to take additional training"; "provided salary schedule with training principle included"; "provided extension courses in district or nearby"; "bonus for extension or summer school attendance"; "gave courses myself"; "granted leave of absence or relief from certain duties for study"; "gave warnings"; "set them examples by taking courses myself"; and in other ways. These supervisory officers being in closer contact with their elementary teachers-in-service could more easily stimulate them in ways impossible for the county or the State officials. Much credit for the improvement of elementary teachers-in-service in local districts should be given to local supervisory officers for providing certain short range stimuli impossible in the long range and intermittent contacts of the county and of the State authorities.

4. The Married Woman Teacher

An apparent continued shortage of properly qualified elementary teachers has tended not only to attract those high school graduates with less than standard training who came into the profession in such numbers during the period from 1921-27 but also to draw back into the profession numbers of former women elementary teachers now married. As a matter of fact, it seemed to have become the policy of the State Teacher Bureau to encourage their return to the profession in order to secure the best qualified teachers. Dr. Rowland, Director of the State Teacher Bureau, speaking concerning "the necessity for an adequate supply of properly trained teachers to meet the demand of the school system by 1927 and thereafter," urged the employment of married women teachers. Said he in part: "This means the abrogation of those regulations which exist in some places against the employment of married women."[8] However, many married women elementary teachers had entered the service during the war due to the exodus of many elementary teachers to engage in war service and many of these had continued to teach. Others married while teaching and remained in the profession. Indeed, because of an acute shortage of elementary teachers in certain districts of the State, the return of former teachers now married to the profession was most imperative if the elementary schools were to continue in operation.

Many of these married teachers held non-standard certificates and accordingly were required to continue preparation for standard training. Could these teachers fulfill the requirements of the Act? Would marriage because of its peculiar responsibilities deter them from so doing? Others, somewhat older in service were able to offer their years of experience as credits and so limit the amount of actual training to be secured.

According to data set forth in Chapter III,[9] it has been shown that 12.2 per cent of all elementary teachers-in-service in second, third and fourth class districts are married women, of whom 16.6 per cent, or one-sixth, are in the public schools of districts of the fourth class, the proportion in other districts being relatively fewer.

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[8]Rowland, Albert Lindsay, Progress in Attaining the 1927 Goal, Schoolmen's Week Proceedings, University of Pennsylvania, April 12-14, 1923, page 148.

[9]See page 132ff.

Replies to the question, "What per cent of your elementary women teachers are married?" from 45 county superintendents show a range of from 1 to 25 per cent, with a median of 9.4 per cent. This seems to indicate that the median county in the State of Pennsylvania, basing conclusions on returns from 45 out of 66 counties, has 9.4 per cent of married women as elementary teachers.

Based on replies from 188 district superintendents and supervisory principals, 86, or 46 per cent, of these officials reported that they employed married women elementary teachers while 92, or 54 per cent, employed none. Of the group employing them, the percentage ratio of married women teachers employed was from 1 to 37, with a median percentage of 11.8. Out of 130 replies received from school board secretaries in the State who answered a similar question, 56 per cent favored the employment of married women teachers and 44 per cent opposed. Of those favoring, the ratio was from 1 to 100 per cent married women teachers employed with a median of 18 per cent. These figures seem to substantiate in the main the percentage averages as to the married woman elementary teacher shown in Chapter III.

In reply to the question, "Do you favor the employment of married women elementary teachers?" county superintendents were found to be more inclined towards their employment than district superintendents and supervising principals. A few feel neutral or indifferent about the whole matter. Reasons expressed by favorably-inclined county superintendents are as follows: "favor them if they are not housekeepers"; "if their work is satisfactory"; "they are usually better prepared"; "usually have more experience and understand children better"; "more settled"; "more mature"; "mothers make better teachers for little children than immature young girls." Quite a few superintendents respond that they desire the "best teacher" regardless of her marital status.

School board secretaries on the whole are not so favorably inclined towards the employment of married women as elementary teachers. Out of 108 replies, 34, or 32 per cent, are in favor; 69, or 64 per cent, are opposed, and 5 favor them only in cases of emergency. Over 60 per cent of the school board secretaries state that their boards have refused to employ married women as elementary teachers except where no other qualified single teachers are available. District supervisory

officers usually concur in this point of view; 65 per cent refusing to employ them.

With this divided opinion as to the married woman elementary teacher, the question of her status remains a problem for future consideration as to certification. With newly trained elementary teachers of standard preparation available in sufficient numbers, it will remain the problem of the State to determine the status of the married woman elementary teacher, or else seek to limit the number of elementary teachers to be trained, or the number of certificates to be issued, in order to insure the employment of those who graduate from our teacher-training institutions.

From the standpoint of insuring equal educational opportunity to all the children of the Commonwealth, it becomes the duty of the State to provide the best qualified elementary teachers for all children. The right to determine the qualification of these teachers remains vested in the State through the function of certification. In this connection, as has been set forth on page ???, the provision for the training of such a body of elementary teachers should be undertaken as economically as possible in keeping with results produced.

Consequently, it seems *not* to be a part of the duty of a State to investigate the social or marital status of its elementary teachers, provided that the work accomplished by such teachers is in accordance with standards demanded. Rejection of a large group of trained and otherwise properly qualified teachers merely on the basis of marital status seems a tremendous economic and educational waste. On the other hand, it seems incumbent upon a State to utilize such teaching talent in whatever capacity it finds best suited to its needs. As has been suggested on page 135, a partial solution of the problem is suggested in the retention of such married women elementary teachers in the service through employment on a half-time basis. In regard to the continued training of an abnormal number of elementary teachers in our teacher-training institutions, such a procedure seems an economic waste of time and money in case places of employment are not provided. The maintenance of the proper balance between supply and demand is a legitimate function of a State Teacher Bureau.

5. Relation of Salary Schedules Involving Credits Earned and Other Forms of Reimbursement Following Additional Training

While it is not within the province of this study to discuss the salary features of the Edmonds Act, it is quite important to note the efforts made by more progressive districts to develop salary schedules containing some form of additional training as an accompanying feature. In reply to the question asking for this information, out of 139 replies received from district supervisory officers, 85, or 61 per cent, stated that their salary schedules recognized the additional training feature in some form. This emphasis upon additional training in order to merit salary increases is of much significance, particularly in second and third class districts. By these means elementary teachers who desire to advance in salary must secure additional training usually along lines suggested by the district supervisory officer.

Out of 108 replies received from school board secretaries, 40, or 37 per cent, replied stating that their salary schedules recognized this feature; 47, or 43 per cent, replied in the negative, while 21, or 20 per cent, made no reply. This favorable percentage, while not so high as in the case of district supervisory officers, indicates a favorable tendency among many school boards in all classes of districts as to the development of salary schedules involving a recognition of the additional credit feature for an increase in salary.

Some district supervisory officers report other means of reimbursing elementary teachers for additional training. The following represent some of the ways that have been reported:

(1) Payment of all or part tuition for training in service;
(2) Payment of bonus to teacher who takes additional training;
(3) Paying full or part salary while taking courses in summer or during a leave of absence secured for that purpose;
(4) Payment of transportation charges to place of class meeting;
(5) Teachers taking courses recommended for salary increases;
(6) Higher rating on salary schedule for such teacher;
(7) Teachers taking courses given preference for promotions involving higher salaries;
(8) Payment of full or part expenses involved in training.

In addition to means of reimbursement involving financial expenditures, certain means of recognizing such additional training have been reported which are worthy of mention. Among them are:

(1) Promotions in positions without regard to salary increases;
(2) More desirable classrooms and other teaching conditions;
(3) Higher regard for teachers who improve themselves;
(4) Special letters of commendation from superintendent or school board;
(5) Choice of subjects to be taught;
(6) Showing genuine appreciation and offering encouragement.

While these latter seem at times insignificant, the mere fact that certain teachers have been singled out for special consideration has often served to stimulate others to make like effort.

The great increase in the number of salary schedules including the training feature as well as the many other forms of stimuli set forth above served to assist the State in developing professionally the elementary teachers of the Commonwealth. While salary schedules have been a part of the Edmonds Act, many districts have gone beyond the requirements of the schedule as set forth in the Act, and have included various features involving credits for additional training, which could be used for certification purposes if desired. These have served to stimulate elementary teachers-in-service to procure additional training and have constituted an important factor entering into the unfolding of the State's teacher-training program.

Thus in addition to salary schedules involving the training feature, other means of recognizing additional credits earned have been reported usually through promotion or some desirable teaching condition. These means have served to stimulate teachers-in-service to procure additional training.

6. Effects of the Program Upon the Elimination of Elementary Teachers From the Service

Has the Edmonds Act through the nature of the Act itself or through its administration served to eliminate elementary teachers from the public schools of the Commonwealth through their inability to meet its requirements? To what extent has the profession been benefited, if at all, through the elimination of such teachers? Has such elimination

been brought about through injustices to the teachers eliminated? Answers to these questions were sought in order to ascertain the extent of elimination, if any, as well as to reply to an oft-repeated assertion that the Edmonds Act has tended to force a large number of elementary teachers from the service since they would be unable to fulfil the requirements of the Act in the time allowed.

In order to secure information which might be of interest in answering these questions, the following question was asked of county and district superintendents, supervising principals and school board secretaries: "How many elementary teachers were lost to your schools during the period from September, 1921, to September, 1927, due to their failure to accumulate the necessary credits for a certificate under the certificate regulations?" Replies were received from 45, or 69 per cent, of the county superintendents; 113, or 72 per cent, of district superintendents; 108, or 65 per cent, of supervising principals, and 130, or 26 per cent, of school board secretaries. Of the county superintendents, only nine report none, six report no data, while the remainder report small numbers varying from one to twenty-five. One superintendent reports approximately one hundred. The total number reported by county superintendents as eliminated from the profession amounts to slightly more than 250 elementary teachers. Ninety-four district superintendents report no elementary teachers lost. Of the remaining district superintendents, the total number reported as eliminated was 110, with distributions from one to twenty-one elementary teachers. Ninety supervising principals report no eliminations; others report small numbers totaling 22. Thirty-one school board secretaries report eliminations totaling 70 elementary teachers.

In response to the query: "How many of these, in your judgment, were giving satisfactory service?" the replies, while difficult to present numerically, indicate that school officials were with few exceptions quite satisfied with the eliminations. Such remarks as, "These should have been lost sooner," and "it was better to have lost them," are common in the answers. On the whole, it appears that school officials in the face of the leniency shown have had little patience with the elementary teacher who found excuses for failure to qualify properly. School board secretaries feel especially exacting in this regard, as indicated by such expressions as, "every elementary teacher could have been properly

certificated by applying herself during the summer months," and "by going to work and meeting the requirements."

These results apparently show that comparatively few elementary teachers were eliminated from the service due to the Edmonds Act. In no sense can the data shown be considered absolutely accurate, but they reveal tendencies. In the case of those eliminated, consensus of opinion seems to indicate that the causes lay in the teacher herself rather than in any exacting administration of the Act. The educational service seems to have profited from their elimination.

7. Effect of the Program Upon Present Supply of Teachers

What is the adequacy of present supply of properly qualified teachers? Have the higher requirements of the Edmonds Act resulted in a scarcity or a surplus of elementary teachers? It is readily admitted that it would be impossible to state that any scarcity or surplus is directly traceable to the workings of the Act. Consequently, it is our purpose merely to present a condition without undertaking to indicate the relative influence of the multiple causes.

In order to locate information as to the present situation, supervisory officers above referred to, as well as school board secretaries, were asked the following question: "What is the present situation in your community regarding the supply of properly certificated teachers?" (Underscore.)

Elementary:	Scarcity of teachers,	slight surplus,	considerable surplus
High School:	Scarcity of teachers,	slight surplus,	considerable surplus

The situation as to high school teachers was included as a part of the questionnaire and is included in the table following in order to enable the official replying to differentiate as to the type of teacher under consideration. In addition, such information might prove valuable for comparative purposes. Table 69 presents the replies as received. The distribution is indicated in number of replies received with a summary of all replies in percentage form.

The table shows that data collected as of April, 1928, indicates a surplus of both elementary and secondary teachers based on replies made by all school officials. The smallest per cent of surplus is reported by county superintendents. A few of those who replied report a shortage

TABLE 69

REPLIES FROM SCHOOL OFFICIALS TO THE FOLLOWING QUERY: "WHAT IS THE PRESENT SITUATION IN YOUR COMMUNITY REGARDING THE SUPPLY OF PROPERLY CERTIFICATED TEACHERS?"

	Scarcity of Teachers	Slight Surplus	Considerable Surplus	Total Replies
County Superintendents				
Elementary	14	23	8	45
High School	8	22	15	45
District Superintendents				
Elementary	3	36	74	113
High School	11	51	49	111
Supervising Principals				
Elementary	2	37	40	79
High School	10	37	22	69
School Board Secretaries				
Elementary	13	40	55	108
High School	16	46	40	102
All Replies Summarized				
Per Cent of Elementary Teachers	9.4	39.4	51.2	100
Per Cent of High School Teachers	13.7	47.7	38.6	100
Per Cent of All Teachers	11.5	43.4	45.1	100

Read Table as follows: 14 out of 45 county superintendents report a scarcity of elementary teachers in their districts, etc.

of "the more desirable teachers." Over fifty per cent of the replies indicate a "considerable surplus of elementary teachers." Conclusions would seem to indicate that the date set for the termination of the Edmonds Act has found no scarcity of elementary teachers, as some predicted, but rather a considerable surplus. In view of this situation, properly certificated teachers have been in excess rather than a scarcity. It is difficult to reconcile this state of affairs with the oft-repeated assertion that the constant infiltration of below-standard elementary teachers was necessary because of a claimed shortage.

Was not this constant infiltration due to some extent to a lack of information on the part of school officials concerning the whereabouts of such available teachers, rather than to an actual shortage? Would not the difficulty have been partially overcome by an earnest attempt at placement of such available teachers? Should not some pressure be brought to bear upon those elementary teachers trained at State expense

who refuse to teach in positions which they classify as "less desirable," thus creating an apparent shortage rather than an actual one? If the problem is at heart an economic one, due to a lower minimum salary, to what extent has this shortage been due rather to a desire on the part of some districts to favor the "below-standard" elementary teacher because of the lower minimum salary allowed her? Officials of such districts so minded should be encouraged, if not required, to give first preference in positions to those available elementary teachers of standard training and certification rather than to those of below-standard qualifications.

8. The Teachers' Institute

The amendment of Section 2105 of the School Code (May 7, 1923) gave the right to boards of school directors of any school district of the first, second and third class

"to substitute other equivalent forms of teacher-training or teacher-improvement for the teachers of such districts as may be approved by the Department of Public Instruction, in lieu of teachers' institute, is hereby provided for, and may expend for such purposes the funds available for teachers' institutes, or such part thereof as may be necessary for such purpose."

This provision for teacher-training of an approved type acceptable to the Department of Public Instruction as credits for teachers' certificates has been of some value in enabling the elementary teachers of these districts to improve in service and to use the credits thus accumulated for certification purposes. Since fourth class districts were not included in the amendment, teachers in these districts are not permitted these opportunities.

In reply to the query, "Are courses conducted in your district in lieu of teachers' institute?" a total of 129 replies was received from district superintendents, 64 replying in the affirmative and 65 in the negative, each approximately 50 per cent. In the case of these 64 affirmative replies, this means of teacher-training has been made in most cases to fit more adequately the needs of the teachers of each particular district. Seventy-five per cent of the superintendents making favorable replies state that their courses were planned so that elementary teachers might use them for certification purposes if the teachers desired. Many of the courses reported were begun at the time allowed by law, but a further analysis of the time of beginning many of the courses shows a larger

percentage begun in 1925-26 and in 1926-27. A few districts discontinued this substitute plan.

Superintendents' replies as to the number of teachers using these courses vary in percentage from 0 to 100, the median being 54 per cent. It is freely admitted that these replies are estimates and do not represent the exact situation. However, from these statements it seems evident that these teacher-training facilities have been of much value to the elementary teachers of the second and third class districts. When teachers and superintendents realize to a greater degree the value of these agencies, if properly organized and administered, for certification purposes, they will prove of increasing importance as teacher-training agencies in the Commonwealth.

9. Local Encouragement and Requirements for Additional Training

While supervisory officers agree almost unanimously that additional training for teachers-in-service is desirable, any agreement as to the methods to be employed is in no sense unanimous. Approximately 45 per cent of district superintendents and supervising principals require some additional training of all teachers without regard to the type of certificates they possess. Most of the remainder encourage or stimulate their teachers to take additional training. A few state that they will employ a teacher only so long as she seeks of her own volition to improve herself. Others are skeptical as to their powers to enforce such demands. One superintendent writes, "I would require additional training of every teacher if I knew of a reasonable way." Replies such as the following indicate the mental attitude of some superintendents to this question: "All agree that additional training is absolutely necessary"; "I require training to prevent professional stagnation"; "I want my teachers to keep up contacts with the best theory and practice"; "I desire courses so arranged that teachers can apply training received in our own system." Another remarks that "a little training each year is the only practical way for an elementary teacher to keep up to date."

Many superintendents in their teachers' meetings urge their teachers towards self-improvement, others through their reading circles, others through providing the courses, or through individual stimulus and in various other ways. In fact, the number of ways that provisions have

been made for additional training in our more progressive school systems is one of the most outstanding results of the Edmonds Act.

Since there seems to be a unanimity as to the need for additional training, and since, in some school systems, means have already been provided for the stimulation of most of the elementary teachers to procure additional training, is there not an obligation on the part of some agency to provide the proper stimulus to constant improvement for those elementary teachers not so fortunately situated in this regard? Can equal educational opportunity be said to exist for all elementary teachers of the State when this condition is admitted? Such being the issue, some centralization of means found useful for the proper stimulation of all elementary teachers should be found, preferably in the State Teacher Bureau of a State Department and attached to the certificate granted such elementary teachers in such a manner as will work no hardship to any teacher and yet keep all teachers constantly growing professionally.

10. Detrimental Effects of Training While in Service

It is natural to expect that certain detrimental effects accompanied efforts to enforce the Edmonds Act. These should be pointed out. Some of them have been referred to.

The liberal allotment of credits for experience in lieu of additional training for certificates has had an after-effect other than anticipated. While it offered an expeditious means for achieving standard certification, considerable hardship is now being experienced by the teachers who received this liberal allotment, in having their credits evaluated for degree purposes. In fact, this credit allotment for experience valid for certification purposes has absolutely no value for the second purpose. Here is an anomaly difficult of appreciation by elementary teachers. The reason for the liberal allowance for teaching experience is not hard to understand. It was realized that many elementary teachers would have been unable to qualify for standard certification without undue hardship had this allowance not been made. The interests of the many may be considered to outweigh the inconvenience of the relatively few who are proceeding to meet the requirements for a degree.

The inadequacy of teacher-training facilities in some outlying districts has been mentioned. Nine county superintendents out of 45 replied that many elementary teachers in their districts were unable to secure

certificates because of the inadequacy of teacher-training facilities. When asked to state in what ways they found these facilities lacking, some of the replies received were, "no extension courses offered within many miles"; "many of our districts are inaccessible"; "several teachers were unable to attend summer sessions because of a lack of financial resources due to the low salaries received in those districts"; and "home conditions of some teachers are such that they were unable to take the additional work." While it was possible for these teachers to take correspondence courses, it is remembered that the State Department placed a limit upon the number of credits which could be so accumulated.

Other superintendents found the facilities inadequate in a different way, as can be seen in the following characteristic replies: "too many of the courses have been offered for credit and not for training. They have been of little value to my teachers," and "too many courses offered have not stressed *content* which is so much needed in the teachers of the rural schools." The inadequacy of courses in this particular has already been pointed out.

When asked the following question, "Have you found the rural teachers of your district to have been at a disadvantage in securing the additional training necessary to meet the certification requirements?" out of 45 replies from county superintendents, 16 replied in the affirmative, 24 in the negative, with 5 "to some extent." Most of the reasons given here were similar to those given above. One added, "it has been difficult to meet the high school requirements," another, "stressed the home duties of many teachers in rural sections which teachers in other localities find difficult to appreciate." Most of the superintendents stressed the financial problems of the teachers, as well as the difficulties of transportation during the winter season.

District supervisory officers find the detrimental effects of the State's teacher-training program of a different nature. Many of these officers find that the main difficulty is the taking of too many courses by elementary teachers in which either the regular work of the teacher suffers or the courses are neglected. One superintendent exclaims, "either the extension work or the school work is done only fairly well. Few teachers can do both satisfactorily." Too often it turned the teacher's attention primarily towards her own advancement rather than towards that of her pupils. This is a grave danger. Such is the attitude of the

selfishly-minded teacher who prepares her extension or university courses in her classroom while giving her pupils study or written lessons or even dismissing them early from school. Other teachers so inclined stint class preparation, give none at all and neglect checking their pupils' work, using the time so saved to prepare a university paper or a chart for the extension class.

Requiring additional preparation while teaching "makes some teachers believe they are being overworked." The feeling of compulsion that is often engendered in teachers by a requirement of additional training often develops wrong attitudes of mind towards teacher-training values. Many superintendents find this a real objection.

The nervous strain brought about through forcing teachers to complete a required number of credits by a specified time has been of vital interest to many superintendents and teachers who have experienced its unfortunate results. Towards the end of the school year, both school work and course work begin to "pile up." In the case of an excess of either, the conscientious teacher suffers. Often when she is exhausted by a strenuous year's work, she is compelled to attend summer sessions instead of seeking the rest and quietude of a summer's vacation.

Most superintendents, however, find no objection to a teacher-training program which is administered wisely and with discretion. One cannot do other than agree with the majority of superintendents when they state that the work of the classroom comes first, that it is the duty of the teacher to give her daily work her first consideration. Additional training, then, if taken in moderation, will not cause overstrain of the real teacher who seeks self-development in her profession. She will know how to use her time economically and perform the duties connected with both with wisdom. Many likewise agree that many of the so-called detriments are, in their last analysis, feeble excuses which no real teacher would seek to unearth.

A State, then, should undertake a teacher-training program with caution and with full recognition that such a training is a means to an end that educational service to pupils be improved, and not an end in itself. A teacher's first duty is to the boys and girls of the Commonwealth and not to the training feature primarily. Training in service should be of secondary importance to the job of the classroom. When it becomes desirous or necessary to reverse the order set forth above and

make training the primary purpose, such teacher should secure a leave of absence from her work with proper certification extension in order to complete the particular phase of her training requiring her major consideration.

Few of the School Board secretaries have found detrimental effects upon the health of the teacher resulting from training-in-service. Out of a total of 121 replies, only 38, or 31 per cent, believe that additional training overtaxes the health of the teacher and otherwise results in interference to school work. A few believe that it all depends on the teacher herself. However, most of them feel that the summer time is the best time to study, and the following statement summarizes the attitude on this point: "The belief of our board is that the energy of the teacher is sufficiently taxed if she attends to her daily tasks." School Boards in this way demand the teacher's best efforts, as may be expressed in the following quotation: "We must have our teachers' first and best efforts in the teaching job."

Some secretaries find other detrimental effects than those on the health of the teacher. One secretary writes, "some of our teachers who have taken additional training develop too formal an attitude." This is a better way of saying that it makes them quite conceited. Another states, "many do not take the proper kind of courses," again, "if training is required, it often kills the spirit." "Teachers who are forced to attend summer school cannot follow their inclination to travel which may often be more valuable," "the mere fact that a teacher is working for credits because the Code requires it breaks down the morale of the corps." Some of these appear worthy of little consideration, and yet, it must be remembered that they represent the attitude of mind of certain of those individuals charged with the administration and control of elementary schools, including the election of teachers. Their attitude may serve to help or hinder the successful completion of a State's teacher-training program.

Teachers themselves do not hesitate to express their attitudes as to the detrimental effects of training-in-service. Most of them feel that thir own school work requires all their energy for its proper completion and that additional training often taxes them unduly. Extension courses taken in the late afternoon "come at a time of the day when the human

body is at its lowest mental and physical condition; hence one is often unable to do justice to the work assigned."[10] Then again, many agree that the summer time should be spent in recuperation and in restful recreation preparing for the bigger task of the following year.

Too heavy a training program with a heavy teaching schedule will cause a nervous strain to develop in even the strongest teacher. The physical handicap thus engendered will grow in scope unless checked, and teachers will injure themselves physically without knowing the causes which have brought about their condition. Moderation is to be desired at all times.

Most of the teachers agree that, when viewed broadly, it all depends

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[10]Upon this point, however, there is some difference of opinion among authorities, who are not agreed as to the usual popular conception of greater fatigue occurring at the end of the school day. Experiments summarized by Dr. E. L. Thorndike leads him to express this conclusion, "that ability to work is, in school pupils, throughout and at the close of the school session, almost or quite unimpaired. . . . It is clear from the facts summarized that the assertions made in text-books on school hygiene that there are great and important differences between the results of tests at different periods of the school session, are quite unjustifiable."*

Gates takes a similar point of view when he says: "One thing is quite certain: the ordinary work of the school day is not so severe as to reduce efficiency perceptibly. In fact, achievement is higher at nearly every hour than it is at the beginning of the day. In the main, the differences are small."**

Munsterburg suggests that variations occur in individuals. "There are some who are freshest in the morning, others who are freshest in the afternoon. . . . The individual differences of fatigue demand very different distributions of effort in order to secure the fullest efficiency."† However, in a more recent work, Munsterburg modifies his point of view to some extent when he says, "But certainly the last hours of the day ought to be left open for the easiest subjects."‡

Bagley expresses the usual teacher's point of view when he says, "In the afternoon, the high point of the curve is reached shortly after two o'clock. The decline is not so rapid as in the morning but the minimum is somewhat lower."§

In the last analysis, Dr. Thorndike is probably nearer the truth when he states his conclusions of the whole matter as follows: "The ultimate physiological explanation of the phenomena of mental work and fatigue will therefore, I venture to prophesy, be found largely in the conditions of readiness and unreadiness of the neurones, and the main practical problem of the administration of mental work will be found to be the problem of interest."‖

This conclusion applied to our problem in this instance would indicate that considerable emphasis must be placed upon the instructor's ability to interest and instruct, and the teacher's willingness to be interested, to attend and to be instructed.

*Thorndike, E. L., Educational Psychology, Briefer Course, 1914, page 313f.

**Gates, Psychology for Students of Education, MacMillan, page 384.

†Munsterburg, Psychology and the Teacher, Appleton 1909, page 225f.

‡Munsterburg, H., Psychology, General and Applied, Appleton 1916, pages 384-5.

§Bagley, W. C., Classroom Management, MacMillan 1907, page 57.

‖Thorndike, E. L., op. cit., page 316f.

on the teacher. A teacher who keeps herself physically fit, full of energy, and in a proper mental condition for her daily tasks, should not find that the additional amount of work required by a reasonable amount of extension, part-time or summer school work will interfere with her schoolroom efficiency, but rather, if correlated with her daily classroom duties, will prove an added incentive and of definite help to do even a better job than ever before.

Teachers, however, do stress the financial obligations of additional training with much emphasis. During the year there is the expense of tuition, transportation, meals away from home, and lost time from other occupational duties. In the summer, there are the expenses for tuition, board, transportation and incidental expenses which quickly consume sums which elementary teachers with their inadequate salaries can little afford. In addition, many teachers find it necessary to use the summer for employment in occupations that bring in amounts sufficient to tide them and their dependents over from two to four months when no income is otherwise available. Summer school prevents such employment at least for part of the period and thus causes additional expense.

It is safe to say that it is the duty of a State to study judiciously the effects of the teacher-training program adopted upon their teachers-in-service. Too often those most vitally affected are seldom consulted in its administration and those for whom it is intended are too feeble to utter a word of complaint. At least, their objections and suggestions seldom reach the proper authorities. The wisest course is to determine its effects through adequate reports from the whole field, to admit defects and inconsistencies readily, and to attempt such revisions as will produce more desirable results.

11. Limitations Upon Training in Service

Limitations upon training in service as far as semester hour credits are concerned with respect to certification have already been set forth in a previous section.[11] During the administration of any teacher-training program, conditions are bound to occur which are not brought to the attention of the proper authorities. Many of these conditions ordinarily demand action in the form of proper limitation upon training.

[11]See pages 78, 92f.

The following section is included at this point in order to reveal reactions and points of view of supervisory officers and teachers with respect to limitations upon training in service.

County superintendents, with but few exceptions, are agreed that some limitations should be placed upon elementary teachers-in-service in regards to the taking of additional training. Limitations as already set up by the State Council of Education and the Department referring especially to extension and correspondence courses meet on the whole with full approval of county superintendents insofar as they provide a maximum number of semester hours which may be offered for credit.

A State Department can limit the number of semester hours' training that may be accepted for credit for a certificate, but can scarcely limit additional hours which a teacher may desire to take for degree purposes in colleges or universities, or for other purposes. It has been found possible in the case of certain teachers-in-service to take a full university course in residence annually by attending classes on late afternoons and on Saturdays and by extension courses, all the while holding a full-time teaching position in a nearby school district. Ability to accomplish this amount of work successfully requires physical endurance of the first rank. One may venture to suggest that, in the majority of such cases, one or the other, or both, is scarcely accomplished in a satisfactory manner.

A superintendent of influence in the State suggests that any limitation to be placed upon elementary teachers-in-service as regards taking additional training should depend directly upon the classroom results produced by that teacher. A teacher who has demonstrated that she has the ability to carry a heavy schedule of classes in addition to producing excellent results in her classroom should not be deterred from doing so, but on the contrary should be encouraged to secure such additional training as her ability seems to indicate. This policy, if carried out, would throw the responsibility upon local supervisory officers and away from State control. Then, again, if properly administered, would be invaluable to the teacher; if improperly administered, would result in favoritism and inefficiency.

County superintendents almost unanimously favor the inclusion of some specific limitations as to the nature and selection of courses. These men favor courses in content subjects, particularly in connection with

the fundamentals as well as an additional emphasis upon content in all courses. Since it may be admitted without argument that economic and better teaching conditions for the most part attract the better teacher to second and third class districts, the attiude of the county superintendents in having to supervise teachers with less experience and poorer teaching ability may be easily understood. This situation exists in face of the fact that in fourth class districts many of these teachers with less training than in other classes of districts are receiving less guidance and supervision. Readily admitting the claim, county superintendents should receive greater recognition in the direction of the nature of the training which elementary teachers under their supervision should receive in service. Such direction of training being given them, county superintendents should be properly qualified and be given adequate opportunity to give this professional supervision and advice.

County superintendents are quite urgent that courses taken by teachers-in-service should be related as far as possible to the individual needs of the teachers as revealed through results in the classroom. Weaknesses of the teachers should be corrected through courses designed to correct such faults as they occur. A difficulty which may arise, however, would concern itself with definitely required courses needed for a certain type of certificate and demanded by the State but of which both teacher and superintendent are agreed she is in little need. In this instance, other courses might be substituted. A State's teacher-training program should be so flexible that courses meeting the needs of the teacher as determined by supervisory officers and teachers should take precedence over other mandated courses required for certificates providing, of course, the latter are required without due regard to the teacher's needs.

In like manner, district supervisory officers are in agreement that some limitations should be placed upon the training of elementary teachers-in-service. They agree almost unanimously that the work of the classroom comes first and that courses when taken should be related to the daily work of the teacher. They agree that the state of a teacher's health and vitality should be of major importance. Many district superintendents feel that the summer is the best time for study because the teacher can concentrate upon the work offered for its applications to the work of the school year.

There should be a closer degree of co-operation and consultation between teachers and superintendents or their supervisors before any

courses are undertaken. Supervisory officers are probably in a better position to judge the needs of the teacher, and in addition, to judge the limitations of her work and her energy to perform the same. In this manner, a closer degree of co-operation and a more sympathetic attitude will be developed between teacher and supervisor.

The proximity of courses and facilities available to reach them will serve as a determining factor. Courses scheduled at a distance requiring tedious transportation often fatigue a teacher to such an extent that she is unable to profit adequately by the nature of the training given.

One district superintendent favors limitations of attendance upon courses to not oftener than once weekly. If this limitation is accepted, teachers should be able to find time for the relaxation and social contacts needed by every elementary teacher-in-service.

If a State or a district requires teachers-in-service to pursue certain courses, to what extent should these required courses be taken on school time? This is a question of some importance. If the State or a district has the right to compel teacher attendance upon courses, should they not provide the time during the school day for this purpose? Are elementary teachers-in-service justified in demanding or even accepting recompense for the time required by a State or a district for such time or money spent? As has been set forth above, some districts have recognized the propriety of this claim by recompensing the teachers in a number of ways for the time and money spent.

School board secretaries, in the main, feel that a teacher's school work comes first. All courses taken should depend upon the teacher's ability to carry them through successfully in addition to her classroom work. This ability should be determined, after close inspection, by a supervisory officer who should direct the nature and extent of such training. A number of secretaries favor no limitation upon training taken in service, believing in employing teachers who will use discretion in these matters. In this way the responsibility will be placed upon teachers to demonstrate their abilities.

Some of the limitations that have been suggested by these officials are, "number of courses taken at one time during school year not to exceed two," "all courses should relate to the daily work of the classroom," "beginners should not be permitted to take additional work," "summer time is the best time for such training." One interesting comment is worthy of special note, "So long as the teacher does her

school work satisfactory to the Board and in accordance with Law, she should have all the opportunity she desires to get all the additional training possible." This comment raises an interesting issue. Has a School Board or the State the right to determine the use which a teacher may make of her time beyond the regularly agreed hours of her employment? By Section 1201 of the Code, teachers are employed to teach in the public schools of the Commonwealth in compliance with the provisions of this Act. By Section 1605, the length of the school day is fixed by Law. Teachers' contracts usually govern the nature of the employment of the teacher.

Limitations upon training in service as far as this issue is concerned seem to refer rather to a withholding of a certificate to teach provided such training is required and not fully met, rather than the adoption of any compulsory feature as far as the State is concerned. In the case of the district, such compulsory feature may be made a part of the teaching contract. It would be interesting to know if a school district could compel a properly qualified teacher to take additional training at her own expense provided her classroom work had been adjudged satisfactory.

The real professionalization of teaching will arrive when such compulsory features will have been found to be unnecessary. Elementary teachers professionally inclined, are not concerned with the outcome of these arguments since the nature of their preparation and the character of their school work will be beyond the need for additional preparation as far as State requirements are concerned. There is no doubt that some compulsory features will have to be retained in order to spur the tardy, and that some limitations must be included to curb the greedy and the unprofessionally inclined. The nature and extent of these, however, must be determined by careful and constant investigation.

12. Summary

The purpose of this chapter has been to set forth in an adequate manner some of the outstanding results of the State teacher-training program. Attempts have been made to measure not only the progress made in securing trained elementary teachers for every classroom of the State, but to observe and set forth other effects which seem to be apparent.

During the past few years, a number of studies were made by State officials for the purpose of studying the effects of the Edmonds Act in

order to ascertain the present status of teachers with a view to meeting the provisions of the Act. These studies were set forth in some detail. The earlier of these studies show optimism for the most part as to ability of the State to accomplish the goal set, but later studies reveal a doubt as to the ability of the State to secure trained teachers for every classroom by September 1, 1927.

Table 66 presents the status of elementary teachers of the State as of August 1, 1927. This table reveals the fact that while the problem has been considerably reduced in second and third class districts to a point where it may be considered scarcely a problem at all, the situation in fourth class districts reveals a total of thirty per cent of elementary teachers-in-service teaching on non-standard certificates. Pennsylvania has not yet succeeded in placing a standard trained elementary teacher in every classroom of the State, and much remains to be accomplished ere this assertion may be made.

As a matter of fact, the situation is far from solved in certain counties, many districts having a much higher percentage of unqualified teachers than the precentages indicated in the preceding paragraph. These conditions may have been due to a lack of proper placement facilities, or to a lack of information on the part of school officials as to the availability of qualified teachers.

Teachers with standard certification were stimulated to take additional training partly toward higher certification through various stimuli provided by county and district supervisory officers. The latter group were in a better position to accomplish this result than county superintendents, due to the nature of their position. Various means of stimulation by these officers were indicated in the text of the chapter.

In order to provide for the apparent shortage of elementary teachers, married women teachers were encouraged to enter the profession. The problem of this group as to certification and retention was discussed in some detail. While conclusions as to retention are in no sense unanimous, the desire to secure the best qualified teacher regardless of marital status seems to be the judgment of a large number of officers, although local regulations appear against the married woman teacher in some districts.

Salary schedules involving credits earned as well as other forms of reimbursement and recognition following additional training in service seemed to have stimulated many elementary teachers to secure training

for higher certificates. These means proved training incentives largely in second and third class districts where supervision was presumably more adequate.

Reports from supervisory officers seem to indicate that the Edmonds Act did not eliminate large numbers of elementary teachers from the profession as was predicted. The policy of the State Teacher Bureau appears to have been most liberal. The educational service from these reports seems to have profited because of those few who were eliminated.

Higher qualifications for teachers have not resulted in producing a scarcity of elementary teachers. Reports for the field seem to indicate a considerable surplus. Only 9.4 per cent of all replies indicate a scarcity of elementary teachers. This being the case, not all of the large numbers of untrained teachers who were allowed to enter the system up to September, 1927, seemed necessary. While thus solving the existing problem, the State was continually augmenting it by means of this infiltration.

Courses permitted in second and third class districts in lieu of teachers' institute provided a means of stimulation, many of which were used as credits for certificates. In like manner, local districts provided other means of encouragement and requirement which further stimulated elementary teachers to further training and higher certification.

But the Law was not without its detrimental effects. Liberal allotment of credits for experience, inadequacy of teaching facilities in some districts, inadequacy of results in many courses offered, unequal opportunity among teachers to secure training, effects upon health of teachers, neglect of duties, etc., are some of the detrimental effects that have been stressed. These were presented from the standpoint of the supervisory officer as well as of the teacher. In the last analysis, much depends upon the teacher herself in addition to a wise administration of these requirements. It is safe to say that it is the duty of a State to study judiciously the effects of an adopted teacher-training program upon their teachers-in-service, nothing its effects and modifying courses of procedure accordingly.

Limitations upon training in service include not only semester hour credits, as have been previously determined by the State Council of Education and the Department, but also such limitations as to selection or at least approval by supervisors of types of courses to be taken by teachers according to their needs. Supervisors seem to agree that since

school work comes first, courses should be related to the daily work of the teacher. The teacher's health and vitality must be taken into consideration. A greater degree of co-operation should exist between teacher and suprvisory officer in these respects.

Those who feel that a teacher's classroom work comes first are of the usual opinion that summer time is the time for additional study.

The real professionalization of teaching will occur when such compulsory features and other limiting conditions will have been found to be unnecessary.

CHAPTER VI

Professional and Lay Evaluation

Having presented some of the outstanding effects of the Edmonds Act upon the elementary teachers-in-service, attention will now be turned to an evaluation of the program as a whole considered from both the professional and the lay point of view. The basis used for these evaluations are (1) judgments based upon the professional progress of the elementary teachers-in-service through the instrument of teacher rating, (2) judgments of administrators and supervisors as to the success of the program in placing a well trained teacher in every classroom, and (3) judgments of school boards as revealed through their secretaries.

1. Evidence of Elementary Teacher Improvement as Revealed Through Teacher Rating

The first official mention of a system of rating of teachers in connection with the State's program of teacher-training occurs in the Minutes of the State Council of Education for December 19, 1921. No mention of rating is found in any portion of the Edmonds Act itself. It is difficult to determine if any such intent existed in the minds of the originators of the Act or of members of the Department prior to that time, although it is natural to suppose that the members of the Department early realized the importance of such an instrument.

The State Teacher Rating Card[1] in its present form was the result of an examination of a large number of teacher rating systems and all available literature on the subject. The principles underlying its construction and intended application as explained by the Director of the State Teacher Bureau are as follows:

"A good rating scheme must be sufficiently detailed to assure an objective judgment on the part of the persons making the rating; it must be sufficiently simple to commend itself to the busy supervisor as well as to the easy compre-

[1]Interview with Dr. Albert Lindsay Rowland, April, 1928. See copy of Rating Card in Appendix. See also Rowland, Albert L., The Teachers' Rating Score Card, Pennsylvania School Journal, Vol. 70, page 26.

hension of the teacher who uses the device for self-analysis and improvement; it must be comprehensive enough to report a fairly adequate analysis of the teaching process; it must give due regard to the relative value of the several elements of the analysis; it must possess some simple scheme of quantitative translation in order that large numbers of ratings may be grouped for statistical purposes.

"The present plan of teacher rating for Pennsylvania was developed nearly four years ago. It meets reasonably well the requirements of a good rating scheme just recited."[2]

The State Teacher Rating Card as finally developed was destined to become an integral part of the State's Certification system. It attempts to analyze a teacher's efficiency under four classifications: Personality, which includes appearance, voice, power, character, co-operation; Preparation, which includes command of English, specific knowledge, general scholarship, professional equipment, citizenship; Technique, which includes room conditions, selection and organization of subject matter, resourcefulness, motivation; Pupil Reaction, which includes efficient functioning of habits and skills, command of subject matter, thinking ability, expression, tastes, appreciations, and ideals. Each of these twenty sub-items receives a rated value as follows: Highest (5), high (4), middle (3), low (2), lowest (1). Thus the highest possible grade which a teacher may receive is 100. According to the Certification Regulations,[3] a report on the officially adopted rating card must accompany every application for the renewal of a certificate or for securing a permanent certificate. Its use in this connection is not to be confused with its wide use in connection with the administration of salary schedules throughout the State.

It is not the purpose at this point to go into an analysis of the card or its detailed use in connection with certificate renewals. Two efforts of interest to determine its reliability and relative usefulness as a rating instrument are, however, worthy of note. In a study made by the Department of Public Instruction,[4] an analysis of 988 rating cards involving 19,536 individual judgments was undertaken for the purpose of determining the distribution of supervisory judgments over the different

[2]Rowland, Albert L., State Plan of Teacher-Rating as a means of Improving Instruction, Schoolmen's Week Proceedings, April, 1924, page 67.

[3]Certification of Teachers, Bulletin, The Teacher Bureau, November, 1924.

[4]Rowland, Albert L., State Plan of Teacher-Rating as a Means of Improving Instruction, Schoolmen's Week Proceedings, April, 1924, page 65.

items listed. The results of this study show that the mode for Personality scales "high," while the modes for Preparation, Technique and Pupil Reaction scale each "middle." A distribution of all rating values was found to be as follows: highest 8.2 per cent, high 41.0 per cent, middle 46.2 per cent, low 4.6 per cent, and lowest 0 per cent. Weighing the further distribution of percentages as shown in Table 2 of the study above referred to, on the basis of a distribution of the sums of the average percentages each multiplied by their relative values: "highest" multiplied by five, "high" by four, etc., the results show an order of scaling as follows: (1) Personality, (2) Preparation, (3) Technique, and (4) Pupil Reaction. In other words, supervisory officers tend to grade Personality highest, Preparation second, etc. They do not tend to rate values in any equivalent manner. Another interesting fact is that not a single percentage value appears on the "lowest" column, and the curve of distribution appears in every instance curved sharply upward toward the right.

The State Rating Card considers each of these twenty sub-items of equal weight. No attempt is made to consider any one item as of outstanding importance to teaching success. As an instance of this, let us note *character* included under personality. Granted that a teacher secures *perfect scores* for the 19 other sub-items and *zero* for character, an essential prerequisite for good teaching, she ranks *highest* in teaching success. Again note *co-operation,* quite essential among teachers in a school system, a zero rating here and perfect scores in the 19 other items listed gives a similar result. Even with perfect scores in 18 sub-items and zero scores in both character and co-operation still leaves the teacher ranked in the highest group. This is an anomalous situation and should merit immediate consideration. One may point out, however, that this situation would scarcely exist in practice. Lack of a high rating in either character or co-operation would naturally affect the scores in other items. But there is no evidence to show that this would be the case providing the teacher would rank high in other particulars. In this instance, subjective consideration would have to be given to lower the ratings to the "unsatisfactory" level.

However, recognizing the inaccuracies of the rating card, Dr. Rowland believes that "the vast majority of ratings have been honestly made and represent the best judgment of the rator."

Lloyd Charles French[5] in a study of 2156 rating cards taken by random sampling from the files of the State Teacher Bureau, found a distribution of rating values as follows: "highest," 3.15 per cent; "high," 50.3 per cent; "middle," 45.3 per cent; "low," 1.2 per cent, and "lowest," .05 per cent, bearing out, in the main, the absence of a normal curve of distribution. His analysis of 605 cases of elementary teachers with partial elementary certificates shows a percentage of distribution as follows: "highest," .3 per cent; "high," 39.7 per cent; "middle," 57.7 per cent; "low," 2.0 per cent, and "lowest," .3 per cent. These figures, while still far away from a normal distribution, show a greater tendency in that direction.

French's conclusion, "The ratings probably represent the best judgment of the officials making them, as, in 96 per cent of the cases checked, the rating was based on more than one visit," agrees with that of Rowland's estimate of the situation.

In the absence, then, of a more reliable instrument of measurement of teacher efficiency, the State Rating Card must be accepted as the *only official* State instrument of this nature, used in connection with the renewal of, or making permanent, State certificates. The above investigations have shown that ratings are based on the best judgments of the rators.

A random sampling of rating records of elementary teachers holding partial elementary certificates was made by the writer from the files of the State Teacher Bureau. Each teacher selected had an original and two subsequent ratings on file. Each rating was made following additional training while a teacher-in-service, record of which training was on file in the folder with the rating. Regulations of the State Teacher Bureau prescribe that the partial elementary certificate shall be valid

"until the first day of August following the date of issue. . . . The first renewal of this certificate is dependent upon a rating of "low" or better plus six semester hours of further professional training. Subsequent renewals require a rating of "middle" or better and six additional semester hours of professional training."[6]

Time of rating and courses taken were carefully checked in order to use

[5]French, Lloyd Charles, An Investigation of Certain Phases of the State Teacher Rating Plan in Pennsylvania, Master's Thesis, University of Pittsburg, 1927. See Pittsburg School Bulletin, June, 1921. See also studies and addresses in Schoolmen's Week Proceedings, April, 1924.

[6]Certification of Teachers, Bulletin, pages 5-6.

only such cases as would yield comparable results. In addition, attempts were made to procure rating records in which the elementary teacher was rated by the same individual as determined by his name or initials, but in some instances these do not appear.

In order to compare the results gained in this manner with similar results gained in typical counties of the State in which rating conditions were under greater control, and in which data was available, personal visitations were made to the offices of county superintendents for the purposes of examination and collection of similar data. Two counties were selected in which records were on file of holders of partial elementary certificates[7] with ratings made by the same individual officers. Only those ratings were selected in which there were three records made by the same individual.

Two tables have been prepared analyzing this material as based on 305 cases selected from the State Teacher Bureau files, 66 cases from the teacher files of the first county and 88 cases from the files of the second county.

Table 70 shows the distribution in ratings by means of median and quartile points. In order to arrive at these scale points, a distribution of the total number of ratings reported in the first rating indicated was prepared, and median and quartile points located for each group; similarly, for the second and third ratings in each group, the same distribution may be noted.

In the case of the first group, the median net gain from first to third rating was 4.7 points; in the second group, 6.5 points; and the third, 5.3 points. The average net gains for each of the three groups are in order: 4.9, 5.8, 5.0, showing a variation in point net gains of only .9 points in the three groups. In other words, from the first to the third rating, holders of partial elementary certificates improved on an average of from 4.9 to 5.8 points following additional training in service as required by regulation.

Similar improvement occurs when the figures from the first to the second rating, and the second to the third rating are observed. A gain in points is noted for every median and quartile point indicated on the scale. Such a situation would indicate a gain in teaching power as

[7]See requirements for issuance and renewal of the partial certificate as based on additional professional training and rating in Chapter I.

TABLE 70

GAIN IN RATING STATUS FOLLOWING ADDITIONAL TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE HOLDING PARTIAL ELEMENTARY CERTIFICATES

STUDY I. Results of a study of ratings of 305 elementary teachers-in-service holding partial elementary certificates as taken from the files of the State Teacher Bureau.

STUDY II. Results of a study of ratings of 66 elementary teachers-in-service holding partial elementary certificates as taken from the files of the *first* county.

STUDY III. Results of a study of ratings of 88 elementary teachers-in-service holding partial elementary certificates as taken from the files of the *second* county.

Results in	Teacher Representing	First Rating	Second Rating	Third Rating	Net Gain
STUDY I.	Q 3	73.6	75.8	79.8	6.2
	Median	67.6	69.8	72.3	4.7
	Q 1	62.3	64.2	66.0	3.7
	Average gain in points				4.9
STUDY II.	Q. 3	70.0	73.6	75.5	5.5
	Median	64.3	68.3	70.8	6.5
	Q. 1	60.5	62.7	66.0	5.5
	Average gain in points				5.8
STUDY III.	Q. 3	69.2	72.7	74.5	5.3
	Median	63.9	67.3	69.2	5.3
	Q 1	61.0	64.1	65.5	4.5
	Average gain in points				5.0

Read Table as follows: In Study I, the median teacher received a rating of 67.6 in the first rating group; in the second rating group the median teacher received a rating of 69.8, etc.

based on the twenty different items of the State Rating Score Card. The significance of this fact seems to have an important bearing on the improvement of elementary teachers-in-service who hold partial elementary certificates, insofar as improvement, as measured by rating, following additional training is concerned.

Table 71 following is a closer analysis of this material showing gains, losses and no changes in ratings in percentile values. This table was

TABLE 71

NUMBER AND PERCENT OF ELEMENTARY TEACHERS-IN-SERVICE HOLDING PARTIAL ELEMENTARY CERTIFICATES, SHOWING CHANGES IN SUBSEQUENT RATING FOLLOWING COMPLETION OF ADDITIONAL TRAINING BETWEEN RATINGS

STUDY I. Results of a study of ratings of 305 elementary teachers-in-service holding partial elementary certificates as taken from the files of the State Teacher Bureau.

STUDY II. Results of a study of ratings of 66 elementary teachers-in-service holding partial elementary certificates as taken from the files of the *first* county.

STUDY III. Results of a study of ratings of 88 elementary teachers-in-service holding partial elementary certificates as taken from the files of the *second* county.

Study	No. of Teachers Making	1st to 2nd Rating: Number of Teachers	1st to 2nd Rating: Per Cent	2nd to 3rd Rating: Number of Teachers	2nd to 3rd Rating: Per Cent	1st to 3rd Rating: Number of Teachers	1st to 3rd Rating: Per Cent	Averages of 3 Ratings
I.	Gain in Rating	179	58.7	190	62.3	201	65.9	62.3
	No Change	35	11.5	32	10.5	24	7.9	10.0
	Loss in Rating	91	29.8	83	27.2	80	26.2	27.7
	Totals	305	100.0	305	100.0	305	100.0	100.0
II.	Gain in Rating	40	58.8	51	75.0	46	67.6	67.1
	No Change	4	5.8	11	16.2	5	7.4	9.8
	Loss in Rating	24	35.3	6	8.8	17	25.0	23.1
	Totals	68	100.0	68	100.0	68	100.0	100.0
III.	Gain in Rating	68	77.3	56	63.6	67	76.1	72.3
	No Change	3	3.4	16	18.2	5	5.7	9.1
	Loss in Rating	17	19.3	16	18.2	16	18.2	18.6
	Totals	88	100.0	88	100.0	88	100.0	100.0

Read Table as follows: 179 elementary teachers in Study I showed a gain in rating from the first to the second rating. This number of teachers included 58.7 per cent of all teachers included in table, etc.

prepared by tabulating the number of teachers who showed a gain, no change or a loss in rating from the first to the second rating, second to the third, and the first to the third, in each group and reducing the same to percentage values.

Considerable range in percentage values is shown. Gains in rating vary from 58.7 per cent in the first to second rating of the first group to 77.3 per cent in the same rating for the third group. Teachers showing no change in rating vary from 3.4 per cent in the first to second rating of the third group to 18.2 per cent in the second to third rating in the third group. Losses in rating vary from 8.8 per cent in the second to third rating of the second group to 29.8 per cent in the first to second rating of the first group.

French in his study lists a table showing an analysis of 200 cases with successive ratings over a three-year period: 35 per cent showing a gain in rating, 24 per cent no change, and 31 per cent a loss, with 10 per cent classified as irregular. However, no effort has been made by French to isolate any other factor excepting experience.

Admittance is freely made of the fact that it is impossible to isolate certain other factors that have been, to some degree at least, influential in the change in ratings of these teachers-in-service, such as supervision, increased power gained through personal application, etc. Even with all of these variable factors, the fact remains that the State Rating Card is the only instrument designed by the State to measure growth in service for certification purposes. The State uses it and accepts the findings of the supervisory officers. The State accepts it as a necessary accompaniment for all requests for renewals of certificates or for issuing permanent certificates. It is the principal official means used by the State Teacher Bureau to evaluate the effects of training upon its elementary teachers-in-service.

Average gains of the three ratings in all groups as indicated in the last column of Table 71 show a range of from 62.3 per cent in the first group to 72.3 per cent in the third. In other words, 62 per cent of the elementary teachers of the State included in Study I of Table 71 show a gain in rating. To what extent may the conclusion be valid that these percentages of teachers have actually improved in their teaching power, as measured by the State's Rating Card, as a result of their having taken courses while in service? Granted that other factors have entered into

the situation to account for some of the improvement, the fact remains that *they have improved* as measured by this official instrument, and this fact represents that which the State desires to achieve and to know. Thus, from 62.3 to 72.3 per cent of these elementary teachers-in-service have shown improvement in teaching following the taking of additional training courses.

By the same reasoning, a range of from 9.1 to 10.0 per cent of teachers show no improvement, and from 18.6 to 27.7 per cent show actual regression in teaching efficiency.

These conclusions are in no sense final. They are revealing. They must be accepted with caution. The number of cases is small but there is a general agreement in results in the three different groups of teachers studied. Similar and more adequate investigations should be made before final conclusions may be drawn.

Teacher Rating by means of the State Rating Card represents a qualitative evaluation of the teaching efficiency of elementary teachers-in-service by the supervisory officers of the State. To what extent is this instrument used throughout the State and what is the attitude of supervisory officers towards its use? In reply to the question, "Is the State Rating Card used in your county?" out of 45 replies, approximately one-half of the County Superintendents reported that it was. Many replied that it was used less frequently than formerly. Replies to the inquiry, "Do you think the State Rating Card is a reliable instrument for judging the work of the teacher?" 11 replied in the affirmative, 16 in the negative, 10 believed it a fair instrument, and 8 reliable only in part. One superintendent replies, "it cannot be used effectively by a county superintendent"; another, "it is too cumbersome and indefinite"; another, "merely a record of the personal opinions of the rater"; another, "based too much on outward appearances and on first impressions"; and again, "it is unfair to teachers. One might rate her at her worst. A worthless teacher could make a high grade at one sitting."

Most of the county superintendents regret the infrequency of the visits by means of which they are compelled to rate their teachers. Attitudes of these supervisory officers towards the State Rating Cards might be explained partly on the basis that they are thus required to rate teachers upon insufficient evidence, through no fault of their own. Due to the large number of teachers that they must supervise and the large

areas that must be traversed in many instances, this is often true. Again, it might be suggested that some of the difficulty might lie in the inability of the rater himself to use and to understand the elements in the rating score card to the extent desired. In this instance the fault would lie outside the measuring instrument itself. More frequent use might, in the latter case, improve the situation.

District supervisory officers use the Rating Card much more frequently than county superintendents. Out of 196 replies to the same inquiry, 157 of these officials replied in the affirmative, 24 in the negative and 15 only on request of the State Teacher Bureau for a rating. There is a greater tendency in these districts to rely on the composite judgments of assistant superintendents, principals, supervisors and even teachers in arriving at final estimates. A number of superintendents base their findings in whole, or in part, upon other score cards which results they forward to the Department.[8]

District supervisory officers are divided as to its reliability. Out of 180 replies, 90 consider it reliable, 50 as unreliable, 31 only helpful, with 9 as of questionable value. Those favoring its use give reasons as follows: "major points for judging work of teachers are included"; "good as any"; "it is useful to compare results"; "helpful to the teacher." Some of the objections are: "it is difficult to apply"; "weightings are unreliable"; "many items are not meaningful"; "cannot analyze a teacher's work"; "good if the superintendent is honest"; "crude measure and should be revised."

Reactions of supervisory officers as revealed in these statements together with the many variable factors entering into its use suggest a revision of the State's instrument for use in renewing or making certificates permanent, or the setting up of another instrument giving greater promise as to its reliability. A more detailed study as to the nature of the instrument to be selected must be made before any definite conclusions may be expressed. There is a necessity for as absolutely reliable an instrument as possible for measuring the teaching success of a State's elementary teachers in connection with the granting of licenses to teach.

[8]See page 18 of the Certification of Teachers' Bulletin giving authority to school districts to substitute an approved rating device in lieu of the State teacher's rating score card.

2. The Standard vs. the Normal Certificate

The standard certificate was devised to represent training equivalent to two years' post-high school preparation, which training should represent the desirable minimum of all elementary teachers of the State. Teachers granted this certificate then were represented "as being standard trained," and having the equivalent of 70 semester hours' post-high school preparation.[8]

The standard certificate, then, in point of years of preparation, is equivalent to the normal certificate, but it lacks the element of a completion of any required curricula as prescribed in the case of the latter. With the exception of the small group of subjects required, the standard certificate, in most cases, represents the completion of 70 semester hours of courses each with apparently little relation to the other, to which has been added credit for experience in varying quantities. This situation being well known, its relative value as compared with the normal certificate has aroused some discussion which it was thought worthwhile to investigate. In response to the inquiry, "Do you consider the training received by your elementary teachers with standard certificates better than, equal to, less than (underscore the one which applies) the training received by your elementary teachers with normal certificates?" the following table is a summary of the replies received.

Table 72

DISTRIBUTION OF REPLIES RECEIVED TO AN INQUIRY CONCERNING THE RELATIVE VALUE OF STANDARD-NORMAL CERTIFICATES

	Better Than	Equal To	Less Than	Totals
County Superintendents	1	13	19	33
District Superintendents	5	29	65	99
Supervising Principals	5	17	41	63
Totals	11	59	125	195
Per Cent of Replies	5.6	30.3	64.1	100

Read Table as follows: 5.6 per cent of all supervisory officers consider the standard certificate better (of greater value) than the normal certificate.

[8]See discussion of the standard certificate, Chapter I.

Two certificates representing an equivalent amount of training are classified by nearly 200 supervisory officers according to the following ratio: 64 per cent consider the standard certificate of less value; 30.3 per cent of equal value, and 5.6 per cent of greater value. The main reason for this inequality of value seems to be based on the unrelated character of the credits accepted towards the standard certificate as contrasted with credits accepted towards the normal certificate.

It seems the duty of a State then to determine and to equalize the nature, extent and relative value of training required in the case of equivalent certificate. Some effort should be made by the Department of Public Instruction to specify in greater detail the nature of the training which will be accepted for the issuance of the standard certificate.

3. Evaluation of the State Program as a Whole by Local Supervisory Officers

Supervisory officers of the State have been in close contact with the development of the State Program of Teacher Training and Certification, and of teacher training and other agencies which the Department has been successful in utilizing for the fulfillment of the intent of the Act. These officials have been in an excellent position to observe the effects of the State's policy and efforts to place "a well trained teacher in every classroom of the State." The success of the State in terms of quantity training has been measured and set forth, and in Chapter V the accomplishments of the state to date have been analyzed from this viewpoint. Our attention will now be directed to the judgments of these local supervisory officers, setting forth in a further qualitative manner their official conclusions as to the success of the State Teacher Training Program. To this end county and district superintendents and supervising principals were asked the following question: Do you believe the State program of Certification since 1921 has contributed to "placing a well trained teacher in every classroom?" Underscore: none, little, much.

Replies were received from 234 supervisory officers. The following table analyzes these answers.

Of these supervisory officers 83.8 per cent feel that the State Teacher-Training Program has accomplished much for the State of Pennsylvania, while 17.2 per cent believe that little has been accomplished. Not a single officer believed that nothing has been accomplished. District supervisory officers are more enthusiastic than county superintendents in

TABLE 73

DISTRIBUTION OF REPLIES RECEIVED FROM LOCAL SUPERVISORY OFFICERS EXPRESSING JUDGMENTS AS TO AN EVALUATION OF THE STATE PROGRAM

	None	Little	Much	Total
County Superintendents	0	12*	33	45
District Superintendents	0	15	98	113
Supervising Principals	0	11	45	76
Total Number Replies	0	38	196	234
Per Cent of Replies	0	16.2	83.8	100

*5 of these replies, "Little for rural schools."

Read Table as follows: 12 county superintendents expressed a judgment that the State Program of Education has accomplished *little,* etc.

believing that much was accomplished, approximately 86 per cent of the former voting in favor of *much,* while 73 per cent, or three-fourths of the county superintendents voted in this column. One can more easily understand the less favorable attitude on the part of the county superintendents when by Table 66 in Chapter V is noted the comparatively slight reduction of elementary teachers holding partial elementary certificates as of August 1, 1927, most of whom were under the latter's supervision. District superintendents have a very small group of elementary teachers with non-standard preparation, and one can understand their more favorable attitude toward it.

The following expressions of approval of State policy are typical of many county superintendents' replies:

(1) "In my experience of more than thirty years, it is my belief that teaching efficiency has more than doubled in my county since 1921."

(2) "The State Program in my county has weeded out the salary drones, stopped politics in connection with teacher placement, placed teaching on a higher level and steadied the whole profession."

(3) "As a whole, the State Program has improved the teachers professionally."

(4) "The graded schools have been supplied with better teachers since 1921. I do not see that any improvement is noticeable in rural schools."

(5) "I believe the program was well planned in the beginning, and through the period of years, the teachers came along with the proper spirit of co-operation."

(6) "The State plan has done much for the teachers in this county."

(7) "The State Program of Certification has professionalized our teaching body. It has eliminated, to a large extent, the 'temporary job' applicant."

County superintendents set forth its weakness and shortcomings in the following manner:

(1) "The State Program has not succeeded in placing a well-trained teacher in *every* school but it has generally bettered the quality."

(2) "There has been too much artificiality about the preparation of teachers. As I have indicated, standard certification is far from standard preparation. To say that the Program has done *much* is putting it too strongly. To say that it has done little would not be fair."

(3) "I would not say a well-trained teacher, but I would say a better-trained teacher has been placed in our schools."

(4) "While the Program has provided better-trained teachers in our county, I would not say that it has similarly increased the professional spirit of teachers."

(5) "I do not believe that a teacher certification plan based entirely on professional credits is contributing as much as was desired by those responsible for the plan. It seems to be that the preparation of elementary teachers has left out the important factor of character. Until there is some better way to select the material to be trained, I do no believe that much has been accomplished."

(6) "The State must consider special preparation for its rural teachers and special inducement for teachers to remain there or our rural schools will never get out of the rut."

District superintendents feel that much good has been accomplished and express their points of view in the following manner:

(1) "We must attribute much of our progress towards the goal of the trained teacher in every classroom to the Department Program. We look to them for leadership and we are getting it. It will take a long time, however, before all teachers are trained. Local conditions interfere in places."

(2) "The Certification Plan of 1921 is sound and it has helped to place well-trained teachers in all city school systems. The country schools have not been given a fair chance."

(3) "Better preparation has demanded salary increases and the profession is more highly respected. Inefficient teachers in our locality have difficulty in getting positions."

(4) "By a simple comparison of elementary teachers since 1921 with those previous, one cannot help but see the decided improvement."

(5) "I believe the State Program has provided our classrooms with well qualified teachers. Many more are needed before the situation will in any way ap-

proach the ideal. The Program will take much more time and better conditions before it may be said to be entirely successful."

(6) "I believe the Program has been a wise one and I feel should continue. The practice teaching, I fear, is not so carefully supervised as to really be of value."

(7) "Teachers are on the whole uniformly acquainted with school practice and have a better conception of the principles and methods of teaching than teachers we had several years ago. They go about their work more intelligently and scientifically."

(8) "The State Program has been wonderful help in every way."

Some of the weaknesses in the State Program as pointed out by the district superintendents are as follows:

(1) "The ruling that Partial Certificates could be renewed after 1927 was unwarranted. There was no shortage of teachers. Such a ruling was unfair to those who had fallen in line with the program of securing standard qualifications. It was a reactionary step that rewarded the shiftless and the temporary teacher and penalized the aggressive and those who had a stake in the profession."

(2) "We believe that the State Program should deal with the new and prospective teacher. The teacher who has taught years with success will not be benefited by being forced to spend money at the rate of $7.00 or $8.00 per credit. If the State wants these persons to do that kind of work, it should stand the expense."

(3) "Student teaching is not fully carried out. My observation is that much improvement can be made in seeing that schools carry out the 'student teaching' program."

(4) "The system has resolved itself into a mad rush to accumulate credits at the expense of real training. No one says any more, 'I learned so-and-so,' but 'I got so many credits.' The emphasis once upon a time was upon learning, now it has degenerated into seeking the credits."

(5) "It is not being enforced in districts where it is most needed—the fourth class districts."

(6) "My criticism is that it has been too easy to get certificated. Many of the courses have been weak from the standpoints of material and instructors. I refer particularly to the extension courses which made it easy to get the credits."

(7) "I am opposed to the practice of permitting colleges to train elementary teachers."

(8) "What I have seen of extension courses since they were first carried out, leads me to say that I can see no advantage to the profession except the additional credits which a teacher may receive. I feel that the State might just as well hand them those credits as a present with its compliments and save the expense. The State Program still has many inequalities."

(9) "I would suggest that, while we have accomplished much, we are still a long distance from the place where we may say that we have a well trained teacher in every classroom. Much of the material given teachers-in-service has amounted to very little as far as real teacher-training is concerned."

The lay point of view is well expressed by school boards through their secretaries. These men and women have been in close touch with the State program and look at the State's progress from the standpoint of the layman. In response to the query: "Do you believe the State Program of Certification since 1921 has contributed to 'placing a well-trained teacher in every classroom?' Underscore one: None, Little, Much," school board secretaries replied as follows: Out of 130 replies received, 78, or sixty per cent, believed that the State Program has contributed *much* to "placing a well-trained teacher in every classroom." Thirty, or twenty-three per cent, believe that *little* has been accomplished. Seven replied *none,* with fifteen making no reply.

The per cent of replies indicating *much* is not as high as in the case of supervisory officers (see Table 73). Even so small a number as seven out of 130, or five per cent replying that they believed that nothing had been accomplished, reveal an attitude of mind on the part of school board officials which must be given consideration. Some of these replies, no doubt, have come from school board members of fourth class districts where some doubt may exist as to whether certain districts have been provided with better trained elementary teachers if we compare present conditions with those existing in 1921 (see Table 66). The active co-operation of all school board officials is most essential if a State can hope for ultimate success in raising the training level of its elementary teachers, since with these individuals lies not only the right of appointment of elementary teachers, but also the development of public opinion which may have a positive or a negative expression in accordance with the type of men elected to the State Legislature.

Some favorable impressions of the program as expressed by school board secretaries in their replies are as follows:

(1) "The State Program has tended to make growing teachers who will take a live interest in the work. Some of our very best teachers are those who have been trained in the service."

(2) "Bringing teachers together for mutual help has tended to make a happy family of our teachers. I believe that our teacher morale is much better."

(3) "Training in service should be required of all teachers. Eliminate teachers' institute and use the money to send teachers to summer schools. Training in service pays."

(4) "My candid judgment is that Pennsylvania has made tremendous progress, particularly on account of improved teacher-training facilities."

Many expressions of unfavorable criticism mark the replies of the school board secretaries. These reactions and suggestions cover many angles and are illustrative of the interest taken by laymen in the evolution of the State's program.

(1) "Too much emphasis has been attached to courses and credits rather than upon the subject matter to be taught."

(2) "Some way should be found to require work in the subjects in which the teachers are the weakest. Courses taken without any relation to the work of the classroom are of little value."

(3) "Too many courses in methods have been taken and too few content courses. The content of knowledge is increasing rapidly and teachers must know the content of the subjects they teach if their training is to be sound."

(4) "I think the certificate that permits a teacher to teach as long as she lives without taking any additional training is the wrong thing entirely. I know of more than one instance where the teacher is incapable of teaching school but holds her job through influence of some member of the board. These teachers should be compelled to train further or quit the job."

(5) "Much of our teacher-training has been superficial. It may be a matter of points and credits and not specific training for a particular service. As a State Program, it is difficult to judge these two angles of the problem. However, my candid judgment is that Pennsylvania has made tremendous progress."

4. Summary of Replies as to an Evaluation of the State Program

Growing out of these reactions and expressions of strength and weaknesses of all supervisory officers, as well as school board secretaries and other educators interviewed, the following points of view seem to summarize the replies of these individuals as to their favorable impressions:

(1) There is marked increase in teaching efficiency of elementary teachers.

(2) There is marked increase in the professionalization of elementary teachers.

(3) Program has been well planned.

(4) Politics has been reduced in some places and eliminated in others.

(5) Certification plan of 1921 is sound in principle.

(6) Resulting better preparation has raised the salary status of the elementary teacher.

(7) A spirit of co-operation, on the whole, has permeated elementary teachers.

(8) The State Department of Education has contributed the type of leadership demanded in the administration of a State Teacher Training program.

(9) Elementary teachers, on the whole, go about their work more intelligently and scientifically.

(10) The best evidence of the success of the State Program is to compare the elementary teachers entering the service prior to 1921 with those entering since that date as to preparation and professionalization.

(11) The practice of requiring a little training each year assists elementary teachers to become growing teachers.

(12) The practice of bringing elementary teachers together for training purposes tends to improve the morale of the whole corps.

(13) Elimination of the teachers' institute and the substitution of other means of teacher-training has resulted generally in improved training of those elementary teachers in many districts where it has been tried.

(14) Particular attention should be called to the improvement of Pennsylvania's teacher-training facilities.

(15) Less than standard trained teachers will not be employed in some localities.

In a similar manner, the following is a summary of the weaknesses of the State Program. Among these expressions are some which may be considered as suggestions for its improvement:

(1) Much more time is needed to work out the present situation.

(2) The time is still distant when it may be said that the State has succeeded in placing a well-trained teacher in every school.

(3) Standard certification is far from standard preparation.

(4) Difference of opinion exists as to the extent to which elementary teachers as a whole may be said to have become professional in spirit.

(5) Teacher certification plan has been based too much on professional credits.

(6) Some better way must be found to select the teaching material to be trained.

(7) Improvement in the training of teachers for rural schools is not as marked as the other types of schools.

(8) The State must consider the proposition of providing some special inducements to retain elementary teachers in rural schools once they are trained.

(9) At the outset, the general opinion seemed to have prevailed that every teacher of the State must secure standard certification by September 1, 1927. The ruling to the contrary, apparently because of a so-called shortage of teachers, seems to have been a disappointment.

(10) A question has been raised as to the propriety of a State assuming the expense of training demanded for further certification, particularly as concerns the teacher with successful experience.

(11) Practice teaching as a State requirement seems scarcely to have been fulfilled in fact.

(12) The day when the emphasis in teaching training was placed on *learning,* seems to have passed by. In its place, the emphasis seems to be placed on *credits to be accumulated.*

(13) Certification has been made too easy.

(14) The practice of elementary teachers being trained in colleges and universities without adequate facilities is challenged.

(15) Many inequalities have existed as to the various types of training offered to secure certification.

(16) Too little emphasis has been placed on the subject matter to be taught.

(17) Teachers should be required to take the training in subjects in which they are found to be weakest.

(18) Courses in method have been overemphasized.

(19) The practice of issuing permanent certificates upon which a teacher may teach for life without further training is a questionable one.

(20) Too much of the training taken in service has been superficial. It lacks specific definiteness.

5. Summary

In this chapter attention has been given to an evaluation of the State teacher-training program both from the professional and the lay points of view, particularly as it concerned elementary teacher improvement in service. Judgments have been secured from three points of view.

The origin and development of the State Teacher Rating Score Card was presented and its place and means of measurement of teaching efficiency in relation to certification examined. An analysis was made of the ratings of three groups of elementary teachers who held partial elementary certificates, each having a rating score on file following addi-

tional rating. Teacher rating by the State Rating Score Card represents an evaluation of teaching efficiency of elementary teachers-in-service by the supervisory officers of the State. While admittance is freely made of its deficiencies, its findings must be accepted as the only official instrument of this nature used in connection with the renewal of or making permanent State certificates.

Three investigations of elementary teachers-in-service holding partial elementary certificates show that average *gains in rating* following additional training in service range from 62.3 per cent in the first group of studies to 72.3 per cent in the third.

Supervisory officers of the State are not agreed as to its reliability as an instrument for judging the work of an elementary teacher. Reactions of supervisory officers revealed in statements expressed, together with the many variable factors entering into its use, suggest a revision of the State's instrument for use in renewing or making certificates permanent, or the setting up of another instrument, giving more promise as to its reliability.

Professional evaluation was secured as to the relative status of the standard versus the normal certificate. The standard certificate, according to the judgments indicated, represents less adequate training than the normal certificate even though these were expectd to represent equivalent training. A question was raised as to the adequacy of what was thus expected to become standard training.

Local supervisory officers of the State, being in an excellent position to observe the result of the State's teacher-training program, were asked to present an evaluation of the basis of a three-point scale. Results of this phase of the investigation show a high per cent of *much* value of the program as a whole to the elementary teachers of the State.

Finally, an evaluation of the results of the program as a whole was secured from supervisory officers and school board secretaries of the State. Their replies are carefully analyzed and summarized as to points of strength, of weakness and suggestions for its improvement, and are set forth in summary fashion. The general trend of judgment seemed to indicate satisfaction as to the accomplishments of the program. In the same frank manner, weaknesses and suggestions offered reveal an attitude of critical analysis and a desire for further steps in teacher-training to be undertaken.

CHAPTER VII

Conclusions and Suggestions

Chapter II

(1) Certification of elementary teachers definitely became a State function. The right to issue all certificates to teach, with the exception of the limited issue of the emergency certificate, was vested in the State Teacher Bureau by the Department of Public Instruction.

(2) Whatever success has been achieved as a result of the Edmonds Act has been brought about primarily through the co-operation of official State agencies with unofficial organizations, teacher-training institutions, supervisory officers, teachers and laymen. (38ff.)

(3) The Minutes of the State Council of Education show that this authorized official State body has, by its decisions, shown a high type of leadership in respect to the training of elementary teachers-in-service through the medium of certification. (40f.)

(4) The Board of Normal School Principals, as evidenced by the Minutes of that body as well as by definite subsequent action, has shown skill and leadership in providing adequate facilities to train the large numbers of elementary teachers-in-service who lacked standard training, and in addition to provide for the further improvement of such elementary teachers-in-service who had received standard training. (42.)

(5) The reorganized State Teacher Bureau, with its increased facilities, developed the type of leadership demanded for the successful conclusion of the intent and purpose of the Edmonds Act. (43), (45f.)

(6) In the translation of great numbers of certificates of a former issue into certificates of the new issue, further regulations and interpretations came to be developed which served as important precedents in later years. (45f.)

(7) The policy of the State Council of Education and the Department of Public Instruction toward the elementary teacher-in-service has been liberal. This liberality served to secure the confidence of those who were opposed to the centralization of the certificate function as well as to assure teachers that it was not the intent of the Department to

eliminate any one from the profession who had made an earnest attempt to secure standard certification. However, this liberality later became a weakness, in its administration, particularly as State normal schools gradually became State teachers colleges and experience credits formerly accepted towards one type of certificate were now refused toward the college certificate. (46ff.)

(8) The chief problem of the State Teacher Bureau in securing standard certification of elementary teachers-in-service involved those elementary teachers who were granted partial elementary certificates, or emergency certificates, of the new issue. (51f.)

(9) A shortage of elementary teachers existed at the outset of the Edmonds Act and apparently up to 1927. There seems to be a difference of judgment as to the extent of this shortage as 1927 approached. However, it seems that little effort was made to ascertain its exact nature and develop plans accordingly. (52f.)

(10) This reported shortage of elementary teachers was responsible for large numbers of teachers with less than standard training who were permitted to enter the teaching service up to 1927. The problem of bringing all elementary teachers-in-service up to a standard training by the designated time was thus continually increased by this infiltration. These teachers were allowed to enter the profession with a minimum of eight semester hours of training, with privilege of renewal of their partial elementary certificates, granted annually upon the completion of six additional semester hour credits. (52f.)

(11) Facts seem to indicate that the Edmonds Act and agencies growing out of the administration stimulated great numbers of elementary teachers with standard training, while not so required, to continue their training for efficient service as well as toward higher certification. (57f.)

(12) The State Teacher Bureau came to rely largely on summer courses, extension and correspondence courses in order to raise elementary teachers-in-service up to the standard devised. The problem remained to provide these in an adequate manner. (59ff.)

(13) The spring term in State normal schools was discontinued in 1922. (60.)

(14) The State Teacher Bureau came to rely to a considerable extent upon the State normal schools of the State, since they were under direct control of the State Department, for the provision of adequate facilities

for training elementary teachers-in-service in each service area. This was particularly true in summer sessions, and courses adapted to the needs of different groups of teachers were provided. (63f.)

(15) Requirements for entrance into State normal schools were subsequently modified in order to care for the varied groups of elementary teachers who must assume a definite relationship as to certification status. (See Table 5.) (64.)

(16) Twenty-four per cent of all teachers enrolled in State normal school summer sessions from 1923 to 1927 were taking work for the initial issue of the partial elementary certificate; 38 per cent for renewal of partial elementary certificate. (71f.)

(17) Increasing numbers of elementary teachers changed their normal school status as 1927 approached from preparing for a given certificate to preparing for the Bachelor of Science in Education degree thus permitting them to receive eventually the college provisional certificate. (72f.)

(18) Colleges and universities in the State responded to the educational needs of the State as to teacher-training in a liberal manner by offering courses which would enable elementary teachers-in-service to fulfill the purposes and intent of the Edmonds Act. (73f.)

(19) That extension courses in large numbers would be needed to care for the training of below-standard elementary teachers-in-service was one of the earliest realizations of the Department of Public Instruction. These came to be offered by both State normal schools and colleges and universities. (76f.)

(20) The high point in enrollment in State normal school summer sessions was reached in 1923, gradually receding to 1927. (74.)

(21) The high point in enrollment in extension courses offered by State normal schools was reached in 1922-23, gradually receding to 1927. (81.)

(22) The high point in enrollment in extension courses offered by colleges and universities was reached in 1926-27. (83.)

(23) Part-time residence courses played an inconsiderable part in the training of elementary teachers-in-service in State normal schools. (85.)

(24) Correspondence courses as means of training teachers-in-service came to be centered for the most part in one State normal school and were discontinued after September 1, 1927. (87f.)

Suggestion 1: Initial State approval of the agencies for the training of elementary teachers-in-service should be followed by subsequent assurances through periodic inspection, or other means, that training standards previously met are being adequately continued or modified in accordance with suggestions from the properly designated authority in the State. (87ff.)

(25) State normal schools in Pennsylvania have developed few contacts with the elementary teachers-in-service insofar as the certification function is concerned. The same situation seems to prevail with respect to State teachers colleges and State normal schools throughout the United States. However, there seems to be almost unanimous consent that these contacts are desirable. (97ff.)

Suggestion 2: Approved teacher-training institutions for the training of elementary teachers in a State should maintain responsible contacts with their elementary teacher-graduates-in-service during a probationary period in order to assist in the continued professional growth of such elementary teachers. These contacts should have a definite relation to the certification function, as well as to any additional training found needful, before a permanent certificate to teach is granted. (97ff.)

(26) Few efforts have been made among elementary teacher-training institutions to modify their courses in the light of experiences in the field, although these modifications have been considered advisable. (104.)

(27) The several changes in educational leadership in the State Department of Public Instruction and during the period from 1921-27 seemed to have had little effect upon a continuity of policy regarding the enforcement of the Edmonds Act. (108f.)

Suggestion 3: Plans should be developed under State direction in State teacher colleges and other educational institutions approved by the State for the training of its elementary teachers whereby instructors in these institutions may modify the objectives and outcomes of the courses which are offered in these institutions and accepted by the State Teacher Bureau as credits towards certificates. Such modifications of objectives and outcomes should be made

in the light of elementary teachers' experiences in service as well as in line with good theory and practice. (104f.)

Suggestion 4: State teachers colleges in Pennsylvania should assume the leadership in and responsibility for providing adequate facilities for the in-service training of elementary teachers-in-service in their service areas during the school year as well as during the summer sessions. These facilities should take into consideration the needs of these elementary teachers as to advanced certification and other additional and needed training. The institutions should make every effort to offer such educational services as will tend to make the State teachers college for that service area the logical center for all types of elementary training-in-service. (Section 10.)

Chapter III

(28) In 1925-26, 76 per cent of all teachers of the State were elementary teachers. (123.)

(29) The median elementary teacher teaching in second class districts entered teaching at the close of 1915; in third class districts during 1919; in fourth class districts in 1920. In these three classes of districts, the median teacher entered teaching in 1920. (124.)

Suggestion 5: A sound certification law designated to encourage teachers to grow in service must consider the problem of retention in service long enough to enable them to grow and develop in their profession. In line with this principle, Pennsylvania should consider plans having in view a longer period of retention for elementary teachers. (Section 2.)

(30) The median elementary teacher in second class districts began to teach at 20.4 years of age; in third class districts, 19.85 years; in fourth class districts, 19.5 years. In these three classes of districts the median elementary teacher began to teach at 19.73 years. Teachers entering the elementary teaching field since 1921 were slightly older when they entered teaching than those entering before that date. (Section 3.)

Suggestion 6: In view of the increasing number of elementary teachers who will graduate from a four-year curriculum of State teachers colleges, as well as the increasing surplus of elementary teachers, and to provide for a greater degree of maturity for all elementary teachers upon entrance into the profession, some study should be given as to the advisability of raising the entering age of elementary teachers into the profession. It is logical to suggest that any advance in the entering age of elementary teachers should be closely related to the initial issue of a certificate. (Section 3.)

(31) The median elementary teacher in second class districts is now (April, 1928) 32.52 years of age; in third class districts, 29.9 years; in fourth class districts, 27.9 years. The median teacher of the three classes of districts is 28.9 years of age. (Section 4.)

(32) Of all elementary teachers now teaching in second, third and fourth class districts in Pennsylvania, 35.3 per cent are less than 25 years of age. (Section 4.)

Suggestion 7: Retention in service and at the same time a higher degree of professionalization of elementary teachers would be increased through a lengthening of the number of years of probationary service. This probationary period should take into consideration reasonable requirements for additional training under direction during this probationary period. (Section 4.)

(33) Of all elementary teachers now teaching in second, third and fourth class districts in Pennsylvania, 14 per cent are men and 86 per cent women. (130.)

(34) There seems to be a slight increase in the number of men entering the elementary teaching field since 1920. (130.)

(35) Of elementary teachers now teaching in second class districts, 6.8 per cent are married women; in third class districts, 6.6 per cent; in fourth class districts, 16.6 per cent; in the three classes of districts, 12.2 per cent. (134.)

Suggestion 8: Despite debates upon the subject, comparative studies are not at hand to indicate the relative efficiency of single and married women elementary teachers. Until

such studies present evidence to the contrary, it seems that the State of Pennsylvania would scarcely be justified in limiting or annulling an elementary teacher's certificate merely because of her marital status. Efficient married women elementary teachers, other things being equal, might be encouraged to remain in the teaching profession where feasible through employment on a half time basis. (Section 6.) (Also page 267.)

(36) Of the 16.6 per cent of married women elementary teachers in fourth class districts, 9.3 per cent have no children, while 7.3 per cent have one or more children. (134f.)

(37) The results of the study seem to show the following conclusions as to present preparation and training of elementary teachers-in-service summarized and presented comparatively: (Section 7, page 136ff.)

TABLE 74

COMPARATIVE PREPARATION AND TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE IN SECOND, THIRD AND FOURTH CLASS DISTRICTS IN WEEKS BEFORE BEGINNING TEACHING

Type	Per Cent Reporting This Type			Median Length of Attendance (weeks)		
	B*	A†	T‡	B	A	T
1. Elementary preparation	100	100	100	277.7	279.8	278.8
2. High School preparation	84	98	90	137	144	142
3. Normal School training (Regular Session)	48	64	55	76	74.5	75.0
4. Normal School training (Summer Session)	13	28	20.4	10.6	10.6	10.6
5. Normal School training (Spring Term)	11	3	7	14	8.6	13.3
6. College training (Regular Session)	5	9	7	79	73	74.5
7. College training (Summer Session)	6	6	6	8.3	9.2	9.7
8. Extension Courses	3	2	2	30	18	23
9. Correspondence Courses	1.4	1	1.3	20	5	10
10. Other training of varied nature	14	2	8	28	40	29
Total Attendance				424.8	479.2	447.6

*Before 1921, i.e., entering teaching before September, 1921.
†After 1921, i.e., entering teaching after September, 1921.
‡Total number of teachers reporting.

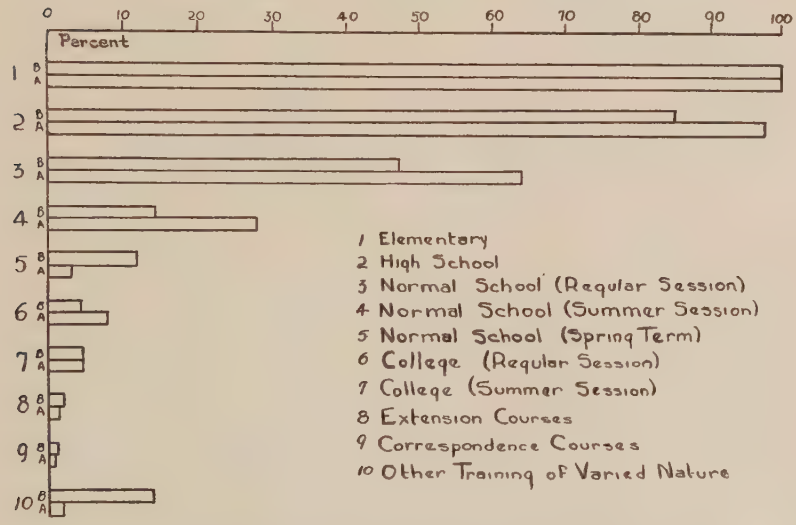
Suggestion 9: Studies should be made to determine the relative efficiency of elementary teachers trained in colleges and universities with those trained in State normal schools and State teachers colleges. (146ff.)

(38) The median length of school term in Pennsylvania is 9.05 months. (153f.)

Suggestion 10: Accepting the principle of equal educational opportunity for all the children of all the people in a Commonwealth, consideration should be given by a State to the problem of securing greater equality as to the length of the school term. (153f, especially Table 23.)

DIAGRAM 7

A Comparison of Types of Training Received by Elementary Teachers in Service before Beginning Teaching



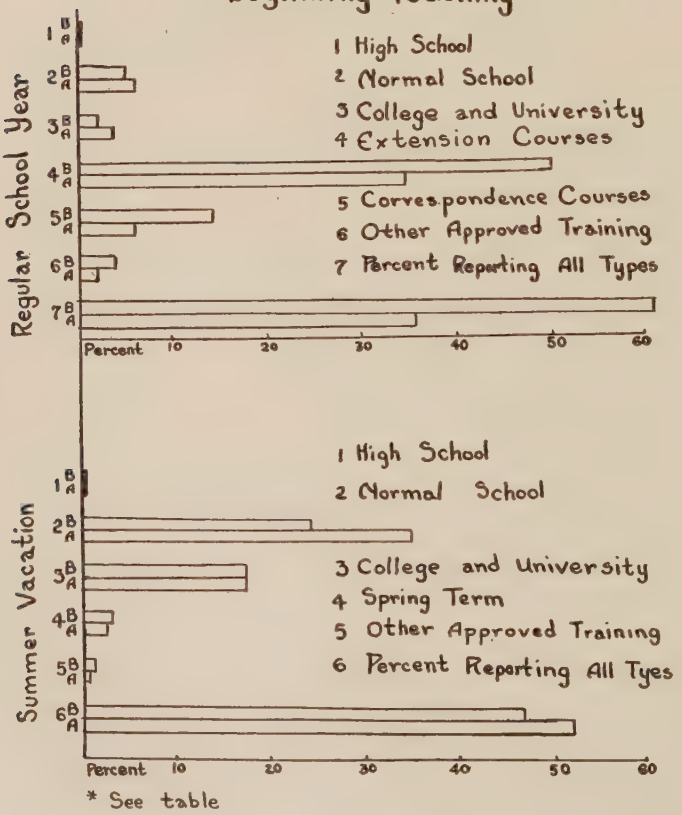
(39) Of elementary teachers included in this study, 74 per cent believe the preparation and training received by them before beginning to teach qualified them for their present work. (153f.)

(40) Secondary school preparation needed for credits for certificates was made up largely of credit for experience, subjects prepared either alone or under the direction of a tutor with examinations taken at State

normal schools or under State direction, and in regular courses in State normal schools. Very few elementary teachers secured this type of training in regular high schools. (156f.)

DIAGRAM 8

A Comparison of Types of Training Received by Elementary Teachers in Service Since Beginning Teaching*



* See table

(41) The results of the study seem to show the following conclusions as to preparation and training received by elementary teachers-in-service

during regular school year since 1921 and since beginning teaching, summarized and presented comparatively: (Section 10.)

TABLE 75

COMPARATIVE PREPARATION AND TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE IN SECOND, THIRD AND FOURTH CLASS DISTRICTS RECEIVED SINCE 1921 AND SINCE BEGINNING TEACHING IN WEEKS DURING REGULAR SCHOOL YEAR

	Per Cent Reporting This Type of Training			Median Length of Attendance (Weeks)		
Type	B*	A†	T‡	B	A	T
1. High School preparation	....§	....	....	....	....	....
2. Normal School training (Regular Session)	4.7	6.2	5.4	34	35	35
3. College training (Regular Session)	2	4	3	40	35	37
4. Extension Courses	50	35	43	39	32	36
5. Correspondence Courses	12	6	9	35	15	32
6. Other Specialized training	4	3	3.4	32	25	30
Total Attendance	61	46	53	45	36	38.5

*Before 1921, i.e., entering teaching before September, 1921.
†After 1921, i.e., entering teaching after September, 1921.
‡Total number of teachers reporting.
§See conclusion No. 40.

(42) The results of the study seem to show the following conclusions as to training received by elementary teachers-in-service during summer sessions since 1921 and since beginning teaching, summarized and presented comparatively:

TABLE 76

COMPARATIVE PREPARATION AND TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE IN SECOND, THIRD AND FOURTH CLASS DISTRICTS IN WEEKS RECEIVED SINCE 1921 AND SINCE BEGINNING TEACHING DURING THE SUMMER VACATION.

	Per Cent Reporting This Type of Training			Median Length of Attendance (Weeks)		
Type	B*	A†	T‡	B	A	T
1. High School preparation	....§	....	....	....	....	....
2. Normal School training (Summer Sessions)	25	35	30	18	19.4	18.9

3. College and University training.....	19	19	19	12.9	10.4	11.7
4. Spring Term attendance	3.2	3.0	3.1	11.5	14.2	12.6
5. Other approved training	1.9	.7	1.3	9	....‖	9
Total Attendance	47	52	49.6	15.2	19.3	18.3

*Before 1921, i.e., entering teaching before September, 1921.
†After 1921, i.e., entering teaching after September, 1921.
‡Total number of teachers reporting.
§See conclusion No. 40.
‖No median indicated due to small numbers reporting.

(43) A median total of 27.9 semester hours was earned by all elementary teachers-in-service during the regular school year and summer vacations since 1921. Those entering teaching since 1921 earned a median of 6.5 semester hours more than those entering prior to that date. (184f.)

Suggestion 11: Inasmuch as the State Council of Education placed a limitation upon the number of semester hours of training secured through certain types of training for certification purposes, thereby admitting degrees of inequality as to the relative values of different types of training, it becomes the duty of some designated State agency to ascertain the relative values of different types of training accepted for certification purposes in order that these definite values may be readily determined and candidates for certificates may govern themselves accordingly. A more logical suggestion growing out of this admitted inequality, however, would be to find some means of requiring every type of educational training given by educational institutions and accepted towards a State certificate to meet an equivalent State *standard.* Such State requirements as to training being rigidly enforced, little doubt would exist in the minds of those giving or receiving such training, as to its ultimate acceptance for certification purposes.

Chapter IV

(44) Semester hour credits for certification purposes are measured in terms of courses varying as to amount of credit given. (189.)

(45) According to reports by elementary teachers-in-service of courses taken in service, the following groups of courses represent the ranking of courses taken as to frequency: Academic Courses (57.0 per cent); General Professional Courses (16.0); Special Methods (15.6); Psychology and Related Courses (7.5); Courses Auxiliary to Method and Classroom Technique (2.3); Practice Teaching and Observation (1.6). (192f.)

(46) According to the examination of records of all courses offered in the summer sessions (1921-27) of a State normal school, the following courses include 50.9 per cent of the enrollment in all courses taken: Art Education (6.0 per cent); Health Education (5.9); Music (5.7); Teaching of Arithmetic (5.3); Teaching of History (5.1); Teaching of Geography (4.7); Rural School Management (3.9); Teaching of English (3.9); Nature Study (3.8); Teaching of Reading (3.8); Psychology (2.8). Total number of groups of courses offered was 91. (202f.)

(47) According to reports of State normal schools as to extension courses offered, 1921-27, the following include 51.1 per cent of the enrollment in all courses offered: Music (9.7 per cent), Art (9.1); Educational Sociology (6.1); Educational Measurements (6.1); English (5.5); Psychology (5.4); Health and Hygiene (5.2); History and Principles of Education (4.0). Total number of groups of courses offered was 46. (204f.)

(48) According to extension courses taken by elementary teachers-in-service in second, third and fourth class districts as reported by district superintendents and supervisory principals, a summary of groups of courses taken is as follows: Academic Courses (41.0 per cent); General Professional Courses (26.8); Special Methods (16.6); Psychology and Related Courses (9.8); Courses Auxiliary to Methods and Classroom Technique (5.8); Practice Teaching and Observation (0). (207f.)

(49) Out of a total of thirty different courses offered in correspondence in a State normal school since 1921 to teachers-in-service, the following include the courses completed by 59 per cent of total number

completing courses: Psychology and Child Study, School Hygiene, Primary Reading, Economic Geography of the United States, History and Principles of Education, Personal Hygiene, Psychology of the Common Branches, Essentials of Written English, Teaching of Arithmetic in Grades 4-5-6, Teaching of Art in Grades 1-2-3. (208f.)

(50) A summary of all courses taken by elementary teachers-in-service as revealed by the five methods of analysis shown on page 190, reveals the following groupings: Academic Courses (51.1 per cent); Special Methods Courses (19.3); General Professional Courses (16.6); Psychology and Related Courses (9.6); Courses Auxiliary to Method and Classroom Technique (3.0); Practice Teaching and Observation (0.5). (213.)

(51) Courses taken under the auspices of Pennsylvania State College (32.6), Geneva College (15.3), and University of Pennsylvania (10.4) include 58.3 per cent of all courses reported by elementary teachers-in-service in second, third and fourth class districts as having been taken under the auspices of colleges and universities outside the State of Pennsylvania. (214f.)

(53) Estimated values placed on the basis of 100 for similar courses taken in residence by ten teacher-training experts give a relative value of 83 for extension courses and 75 for correspondence courses. (221.)

Suggestion 12: In view of varying judgments as to the lesser value of extension courses for certification purposes, consideration should be given to increased standards for this type of training. (222.) (See suggestion 11.)

Suggestion 13: A more careful study needs to be made concerning the need for and the relative values of correspondence courses for the training of elementary teachers-in-service in connection with the certification function. If found that they actually fill a need in the State program, a scientific determination of their relative value in relation to other teacher-training agencies should be made before credit be given. (223f.)

(54) Teacher evaluation of courses taken in service on a three-point scale show the following results in order of preference of helpfulness: (1) Practice Teaching and Observation; (2) Special Methods; (3) Psychology and Related Courses; (4) Courses Auxiliary to Method

and Classroom Technique; (5) General Professional Courses; (6) Academic Courses. These groups are further analyzed and reported in Section 11, page 228f.

(55) Supervisory officers ranking courses taken by their elementary teachers-in-service as to helpfulness give the following order of preference: (1) Special Methods, including Courses Auxiliary to Method and Classroom Technique; (2) Observation of Teaching; (3) Academic Courses; (4) Practice Teaching; (5) General Professional Courses, and (6) Psychology and Related Courses. (Section 13.)

Suggestion 14: An exhaustive scientific determination of the courses found most helpful to elementary teachers-in-service should be made in order to determine what courses should be required by a State in connection with elementary certification. (Sections 11 and 12.)

Suggestion 15: An analysis of data presented in replies from teachers, supervisory officers, school board secretaries and all other sources included in this study leads to the following suggestions pertaining to courses taken by elementary teachers-in-service as helpful for certification purposes:

(a) Emphasis throughout every course should always be upon its teaching value and not upon its credit value.

(b) An all-pervading realization on the part of the instructor that he is teaching teachers is primarily essential.

(c) The course should have the effect of inspiring teachers to try out materials or methods that have been presented. It is desirable if examples of such practice can be presented before the class occasionally during the course.

(d) The material as outlined at the initial meeting of the class should always be covered adequately *in toto* or reasons made clear at the outset why this will not be done.

(e) Theory presented in connection with the course and the principles underlying same should always be presented in such a manner as to accompany desirable practice in which the teacher may easily make her own applications.

(f) Content of courses should be related as nearly as possible to subjects taught by the teacher, and related, as far as possible, to the need of pupils.

(g) All work assigned should always be related definitely to the course and this relation definitely made clear to the teachers.

(h) Assignments should be of such nature as can be completed in the time allowed and every teacher should be required to complete them.

(i) Each unit of the work should show a definite relation with the preceding one.

(j) Subject matter and method should be closely related.

(k) A sympathetic attitude on the part of each teacher of a class to the problems of other teachers of the class and a real desire to be of mutual help and service in solving these problems should be a primary aim of every class composed of teachers-in-service.

(l) Every teacher should be inspired to make some contribution to the work of the course and be given the opportunity to do so.

(m) Classes should never be larger than the instructor can know the individual teachers and can adapt his material to their individual needs.

(n) Instructors of elementary teachers-in-service should have had some experience in the elementary field.

(o) It is desirable that instructors have some knowledge of the teaching conditions and problems of their teacher students.

(p) Instructors should evince a thorough interest in the subject taught.

(q) His position and manner before a class should be of such a character as will engender the respect of the teachers and a desirable example of good classroom practice.

(r) No instructor will appear before a class of teachers who has not made a degree of preparation consistent with the best he can do.

(s) Too egotistical and opinionated instructors often do not get the best results.

(t) Due to the fact that extension courses are usually given away from the home institution, instructors often fail to be at their best because of a changed environment. The degree of an instructor's mastery over environment is a fair index of the success of the course from this point of view.

(u) Levels of teaching previously determined and begun should be maintained throughout the course.

(v) It is desirable if methods of presentation of such a character as may be adapted by the teacher in her classroom work can occasionally be introduced.

(w) A good instructor inculcates confidence in elementary teachers to express themselves and to make worthwhile contributions to the success of the class.

(x) The textbook used should be of pertinent value to the courses and not used for personal reasons or otherwise.

(y) The best results will not be achieved when elementary teachers attend such classes through a sense of compulsion.

(z) Elementary teachers should be led to assume a professional attitude towards all efforts at their improvement in service.

(Chapter IV, Sections 12-13, and Chapter V, Section 10.)

Chapter V

(56) Earlier studies show that the State Teacher Bureau believed it possible to reach the desired goal of a trained teacher in every classroom by September 1, 1927. (Section 1.)

(57) Table 66 shows that as of August 1, 1927, the total number of non-standard certificates held by elementary teachers in second class districts was 2.1 per cent of the total number of certificates held by elementary teachers in that class of district; in third class districts, 5.8 per cent; in fourth class districts, 30.0 per cent. This means that, as of that date, there were three teachers out of ten in these districts with below-standard certificates. (Section 2.)

(58) Records in the State Teacher Bureau show that on November 1, 1927, two months after the date set for the fulfilment of the Edmonds Act, one county of the State had 42 per cent of its teachers-in-service holding non-standard certificates, while eleven counties show percentages above 30. (261f.)

Suggestion 16: If it is found upon investigation that certain districts of the State are unable to employ a standard trained elementary teacher for each one of its elementary schools in said district, a certain obligation rests upon a State to provide such standard trained elementary teacher in conformity with the principle of equal educational opportunity for all the children. The additional expense incurred should be met out of an equalization fund provided by the State Legislature for this purpose.

(59) Elementary teachers-in-service with standard training were stimulated to take additional training. Table 67 shows that 34.4 per

cent of the supervisory officers of the State reported that from 90-100 per cent of their elementary teachers with standard certificates, or better, took additional training during the period of the Edmonds Act. (Section 3.)

(60) The State Teacher Bureau seemed to encourage the return of the married woman teacher to the profession in order to help care for the shortage of elementary teachers. Differences of opinion exist as to their employment as teachers. (Section 4.)

(61) The number of ways that provisions have been made for additional training in our more progressive school systems is one of the outstanding results of the Edmonds Act. Local encouragement and requirements for additional training of a varied nature by supervisory officers provided an additional stimulus for meeting the certification requirements of the Act. (Sections 5 and 9.)

Suggestion 17: The success of any State teacher training and certification law depends quite as much upon the hearty co-operation and loyal support of local supervisory officers and school board directors as upon the efforts of those in the Department of Public Instruction. To this end these local supervisory officers and school board directors should give every co-operation in assisting the State to fulfil the intent and purpose of any State teacher-training program.

Suggestion 18: The practice of local supervisory officers and board of school directors in setting up additional standards of training and which include certain types of requirements and encouragement for the same should be commended and encouraged by a State Teacher Bureau and more closely related to the certification function.

(62) The adoption of salary schedules in many local districts containing the training feature as based on credits earned served as an important stimulus to all elementary teachers to improve in service. (270.)

(63) Comparatively few elementary teachers were eliminated from the service due to the Edmonds Act. Reports from supervisory officers seem to indicate that the profession profited through their elimination. (271.)

(64) The date set for the fulfilment of the intent of the Edmonds Act, namely, September 1, 1927, through the nature of the Act itself or through its administration, did not find a shortage but rather a surplus of elementary teachers with standard qualifications, yet 30 per cent of the elementary teachers of fourth class districts had a lower than elementary standard certificate. (Section 7.)

Suggestion 19: In view of the increasing surplus of elementary teachers, some immediate effort should be made *to place* available adequately trained and properly qualified elementary teachers. In view of any surplus, some limitation should be placed upon the numbers now being trained in State teachers colleges and normal schools of Pennsylvania. This maintenance of the proper balance between supply and demand seems to be a legitimate function of a State Teacher Bureau. (Section 7.)

(65) Courses offered in lieu of teachers' institutes in second and third class districts provided additional facilities for the training of elementary teachers with corresponding certificate credits. (Section 8.)

Suggestion 20: Efforts should be made by a State Teacher Bureau to relate, more closely, courses offered in lieu of Teachers' Institute to the certification function.

(66) The administration of the Edmonds Act was not without some accompanying detrimental effects. These are indicated in Section 10.

Suggestion 21: Additional studies seem necessary in order to ascertain what are the actual causes of and conditions for certain detrimental effects of required training in service. Such detrimental effects if found to exist should be minimized or removed in line with good State policy, or due allowances as to certification made accordingly.

(67) Limitations upon the amount of training in service to be taken at one time in so far as certification was concerned became necessary in certain instances. These are set forth in Section 11. Unanimous agreement as to priority of classroom work is a basic limitation suggested by supervisory officers.

Suggestion 22: Additional studies should be made in order to determine the best time in which to give courses to elementary teachers-in-service for certification as well as

other training purposes. These studies should consider the time of day, and of the year for the additional training. (Section 11.)

Chapter VI

(68) The State Teacher Rating Score Card represents an official measure of teacher efficiency as a necessary accompaniment of teacher certification. Studies presented seem to indicate a fair degree of reliability for its use for certification purposes. However, supervisory officers are divided in judgment as to the reliability of the State Teacher Rating Card as a measure of teacher efficiency.

Suggestion 23: There is a necessity for as absolutely reliable an instrument as possible for measuring the teaching success of a State's elementary teachers-in-service in connection with the granting of licenses to teach. To this end, the results of this study seem to suggest a revision of the State's instrument for use in renewing or making certificates permanent; or the setting up of another instrument giving greater promise as to its reliability.

(69) Based on a study of three different groups of elementary teachers-in-service holding partial elementary certificates, consecutive ratings of these teachers indicated a gain in median and quartile points in each group included following additional training. Similarly, the three studies show an average distribution as follows: average gains in rating, from 62.3 to 72.3 per cent; no change in rating, from 9.1 to 10.0 per cent; loss in rating, 18.6 to 27.7 per cent. (297f.)

(70) There is a greater tendency in the second and third class than in the fourth class districts to rely on the composite judgment of supervisors in a district when teacher ratings are forwarded to the Department for certification purposes. (298f.)

(71) A majority of supervisory officers believe that the standard certificate represents a lesser degree of training than the normal certificate. (300f.)

(72) Of supervisory officers of the State, 83.8 per cent expressed the judgment that the State program has contributed *much* to the professional training of elementary teachers-in-service. (301f.)

(73) Elements of strength and weaknesses as to the State Program as reported by different professional groups are set forth on pages 302 and following.

Suggestion 24: The fundamental consideration in the development of a State teacher-training program should be to secure the greatest possible degree of equalization of educational opportunity for all the children of all the people. ¶The State of Pennsylvania should demand for its children, for whose welfare it is primarily responsible, a corps of highly qualified elementary teachers, adequately trained and uniformly distributed in accordance with such desirable standards as shall promote, in the best possible manner, the ends for which democracy exists. Equivalence in teacher quality is immeasurably more vital than equivalence in buildings, grounds, textbooks and supplies.

¶The final purpose of a State teacher-training program in its last analysis can be none other than an improvement in educational service to the boys and girls of a Commonwealth. To this end it must be made a means to an end and not an end in itself.

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Exhibit A

Letter of Endorsement from the Department of Public Instruction

To County and District Superintendents:

The questionnaire prepared by Mr. Wm. A. Yeager on "State Certification as a Factor in the Training of Elementary Teachers-in-Service" was submitted to the Department of Public Instruction to determine the value, to the State as a whole, of the results of the study.

The suggestions of the Department have been incorporated with a view to ensuring this practical outcome and the study has the Department's cordial co-operation.

The co-operation, therefore, of County and District Superintendents and of teachers in this study, so far as is practicable, will, we believe, be of distinct value to all agencies and administrative officers interested in the general problem of certification.

Sincerely yours,

JAMES N. RULE,
Deputy Superintendent

January 12, 1928.

Exhibit B

Questionnaire to Elementary Teachers

UNIVERSITY OF PENNSYLVANIA
THE SCHOOL OF EDUCATION
PHILADELPHIA

February 6, 1928.

TO ELEMENTARY TEACHERS OF THE STATE OF PENNSYLVANIA:

The period of time designated by the Qualification and Salary Act for the preparation of teachers in the State of Pennsylvania, namely, September 1, 1927, has elapsed. For the past six years every effort has been made to place a well trained teacher in every classroom in the State.

There is need now to find out just what has been accomplished. Certain facts must be secured from the teachers themselves, and, in order to secure these data, we are asking your co-operation and assistance. Please answer the following questions fully, carefully and unreservedly. Read through the question blank before making any entry. You will note that much of the data requested is arranged in tabular form for your convenience. Answer only those questions which apply in your case but **do not omit an answer to any such. Check wherever possible.**

The fact that you are not asked to sign your name is assurance that your answers will be confidential and their individuality lost in the tabulation of results. It will be much appreciated if you will return the blank promptly in the enclosed self-addressed envelope to Wm. A. Yeager, Ridley Park, Pa.

STATE CERTIFICATION AS A FACTOR IN THE TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE

1.—General Information.

a. What year did you begin teaching?.....
b. Your present age.....years.
c. Sex.....
d. What was your age when you began teaching?.....
e. Were you born and reared in the open country?[1]..... In a village?[2].....
In a borough?[3]..... In a city?[4]..... (Check one).
f. Are you single[1] ( ), married[2] ( ), widowed[3] ( ), widower[4] ( ) (Check one).
g. Number of children, if any.....
h. What grade, or grades, are you now teaching?.....
i. If your work is wholly, or in part, departmental, what subjects are you now teaching?
j. Did you prepare for teaching different grades, or subjects, than those you are now teaching?.....
k. If so, for which grades or subjects?.....
l. Have you had specific professional courses to qualify you for the grades, or subjects, you are now teaching?.....
m. How many years have you taught in your present position, including the present year as one?.....

2.—Academic and Professional Training BEFORE you began to teach.

a. In the blank spaces below, state your educational preparation **before you began to teach.**

Institution	Exact Length of Attendance	No. Weeks in School Year	Total No. Weeks Attended
Check			
aa ( ) Elementary School	—School years and—months..	.....	.....
bb ( ) High School	—School years and—months..	.....	.....
cc ( ) Normal School (Regular Session)	—School years and—months..	.....	.....
dd ( ) College (Regular Session).....	—School years and—months..	.....	.....
ee ( ) Spring Normal Course.....	—Weeks.....		.....
ff ( ) Summer Normal Course.....	—Weeks.....		.....
gg ( ) Summer College Course.....	—Weeks.....		.....
hh ( ) Extension Courses	—Weeks.....		.....
ii ( ) Correspondence Courses	—Weeks.....		.....
jj ( ) Other preparation*	—Weeks.....		.....
*Indicate nature.....	Grand Total.....		.....

b. Was this training intended to qualify you to teach the grades, or subjects, you are now teaching?.....

c. How, in your judgment, did your training, before you began to teach, fail to prepare you for your work as a teacher? Be specific.....

d. Did you have a course in practice teaching?.....

e. Number of weeks..... Hours per week..... Total number hours.....

f. Describe briefly the nature of the course.....

3.—Certification Record.

a. List below **IN SEQUENCE** the names of all certificates you have ever held.

Name of Certificate (Be sure to give exact title) as Provisional, Permanent, County, Normal Certificate, Endorsement from Another State (Name of State)	Check Those on Which You Are Now Teaching	Date Issued	Number Times Renewed
1	.....	.....	.....
2	.....	.....	.....
3	.....	.....	.....
4	.....	.....	.....
5	.....	.....	.....
6	.....	.....	.....
7	.....	.....	.....
		Total Number Renewals	.....

b. Have you ever failed to secure a teaching position because you did not hold the required certificate?.....

c. If so, indicate the reason for failure to qualify.....

d. If you have taught in another State, was your certificate from that State recognized by the State of Pennsylvania?.....

e. If not, what was the reason?.....

f. Was your Pennsylvania certificate recognized by other States in which you may have taught?.....

g. If not, what reason?.....

4.—Experience in Teaching.

a. Check and fill in blank spaces below. Include **PRESENT SCHOOL YEAR** as a year taught.

Type of School	(A)—No. of School Years	(B)—No. of Different Places	(C)—Grades or Subjects Taught
Check			
aa ( ) One-room Rural School.....	.....	.....	.....
bb ( ) Rural or Village Elementary School of more than 1 room.	.....	.....	.....
cc ( ) Borough Elementary School..	.....	.....	.....
dd ( ) City Elementary School.....	.....	.....	.....
ee ( ) Junior High School.....	.....	.....	.....
ff ( ) Other High School experience.	.....	.....	.....
gg ( ) Other experience: 1.....	.....	.....	.....
hh ( ) 2.....	.....	.....	.....
Totals.....	.....	.....	

NOTE—This and succeeding questionnaires are reprints of the originals. While care has been taken to duplicate questions and other data exactly as they appeared in the original, for purposes of economy, spaces for answers and margins provided do not appear in every instance as they appeared in the original. The author will be glad to loan copies of the first questionnaires to any one interested.

5.—Academic and Professional Training SINCE YOU BEGAN TO TEACH.
Indicate in the spaces below your training **SINCE YOU BEGAN TO TEACH.** Note that, in the first table, the training which you have taken during the **REGULAR SCHOOL YEAR** is asked for; in the second, your training taken during the **SUMMER MONTHS.** If you began teaching before September, 1921, indicate only the training which you have received since that date.

a. Training received **DURING THE REGULAR SCHOOL YEAR** since beginning teaching.

Institution Attended	Indicate Years Attended	Total No. Weeks Attended	Total No. Semester Hour Credits*	Were These Credits Necessary to Get or Renew Your Certificate?	
				To Get	To Renew
Check					
aa ( ) High School	19 to 19	.....	.....	.....	.....
bb ( ) Preparatory School	19 to 19	.....	.....	.....	.....
cc ( ) Normal School (Regular Session)	19 to 19	.....	.....	.....	.....
dd ( ) College (Regular Session)	19 to 19	.....	.....	.....	.....
ee ( ) Extension Courses	19 to 19	.....	.....	.....	.....
ff ( ) Correspondence Courses.	19 to 19	.....	.....	.....	.....
gg ( ) Other Training: 1.....	19 to 19	.....	.....	.....	.....
hh ( ) 2.....	19 to 19	.....	.....	.....	.....
	TOTALS..	.....	.....	.....	.....

*A semester hour credit is one hour per week for one semester.

b. Training received **DURING THE SUMMER SESSIONS OR SPRING TERMS** since beginning teaching. (See above.)

Institution Attended	Indicate Summers Attended	Total No. Weeks Attended	Total No. Semester Hour Credits*	Were These Credits Necessary to Get or Renew Your Certificate?	
				To Get	To Renew
Check	Summers of	.....	.....	.....	.....
aa ( ) High School	19	.....	.....	.....	.....
bb ( ) Preparatory School	19	.....	.....	.....	.....
cc ( ) Normal School (Spring Term)	19	.....	.....	.....	.....
dd ( ) Normal School (Summer Session)	19	.....	.....	.....	.....
ee ( ) College (Summer Session)	19	.....	.....	.....	.....
ff ( ) Extension Courses	19	.....	.....	.....	.....
gg ( ) Correspondence Courses..	19	.....	.....	.....	.....
hh ( ) Other Training: 1.....	19	.....	.....	.....	.....
ii ( ) 2.....	19	.....	.....	.....	.....
	TOTALS..	.....	.....	.....	.....

*See definition above.

6.—Courses taken as a Teacher-in-Service.

Kindly list below the names, and other information requested, of all courses which you have taken as a teacher-in-service, that is, since you began teaching. If you began teaching before September, 1921, indicate only those courses which you have taken as a teacher-in-service since that date.

Title of Course	Taken During School Year or Summer Session (Cross Out One)	Name of Institution Giving Course	Name of Instructor	Title of Text Books Used
1	School Year Summer Session			
2	School Year Summer Session			
3	School Year Summer Session			
4	School Year Summer Session			
5	School Year Summer Session			
6	School Year Summer Session			
7	School Year Summer Session			
8	School Year Summer Session			
9	School Year Summer Session			
10	School Year Summer Session			
11	School Year Summer Session			
12	School Year Summer Session			
13	School Year Summer Session			
14	School Year Summer Session			

(CONTINUED ON NEXT PAGE)

(CONTINUED FROM SUCCEEDING PAGE)

Type of Course** Indicate by Number	Number Weeks in Course	No. Semester Hours Credits Received	Did You Take the Course for Credit Towards Your Certificate?	Did the Course Help You in Your Classroom Teaching? Write None, Little, Much	Were Library Facilities Available? Write Adequate, Inadequate

**1. Nearby College or University (Weekdays or Saturdays) or *2. Extension or *3. Nearby Normal School or *4. Summer School (College or Normal) or *5. Spring Normal or *6. Correspondence or *7. Other types may be indicated.

7.—Regular School Year vs. Summer Study as a Teacher-in-Service (Check and give reasons).	During School Year	During Summer	Indicate Reasons
a. Indicate your preference as to the time of year for taking additional training.....			
b. Which period does your School Board favor for additional training?.....			
c. Which period does your Superintendent or Principal favor?.....			

d. Is additional training made compulsory in your district?.....
e. By whom?.....
f. How often?.....
g. Have you ever been granted leave of absence for study at home or abroad?.....
h. Number of weeks?.....
i. If you were reimbursed in any manner for your expenditures in taking additional training, please indicate with a check mark. Full salary[1] ( ), part salary[2] ( ), no salary[3] ( ), stated amount[4] $..... Tuition paid[5] ( ). Other remuneration[6] ( ) ..... No remuneration[7] ( ).
j. Under what conditions will additional professional training be detrimental to the health of the teacher, if taken **DURING THE SCHOOL YEAR**?.....
k. If taken **DURING THE SUMMER**?.....
l. Under what conditions will additional training make for better classroom teaching If taken **DURING THE SCHOOL YEAR**?.....If taken **DURING THE SUMMER**?.....
m. Does your salary schedule recognize additional credits earned for training while in service?.....
n. In what way?.....
o. Are you taking courses during the present school year for an advanced certificate?[1].....
Towards a degree?[2].....Because of professional interest only[3].....
Other reasons.....

8.—Indicate below FRANKLY your judgment as to the professional value TO YOU of the Courses which you have had as a teacher-in-service.

Strong Points in the Courses as to:	Weaknesses as You View Them	Suggestions as to Their Improvement
a. Content of the Courses.....		
b. Methods of Presentation.....		
c. Instructors		
d. In General.....		

9.—Traveling Experience.

a. List any traveling you have done **SINCE SEPTEMBER, 1921.**

Foreign Countries or Parts of United States Visited	Approximate Dates	Number Weeks	Did the Local School Authorities Recognize this Travel Experience in Any Manner? Indicate How
	Total.....		

b. Were you granted leave of absence for traveling?.....
c. Number of weeks.....
d. If you were reimbursed in any manner, indicate with a check mark: full pay[1] ( ), part salary[2] ( ), no salary[3] ( ), (Indicate Other Ways).....( ). No remuneration[4] ( ).

Exhibit C

Questionnaire to County Superintendents

UNIVERSITY OF PENNSYLVANIA
THE SCHOOL OF EDUCATION
PHILADELPHIA

March 29, 1928.

My Dear Superintendent:

The period of time designated by the Qualification and Salary Act for the preparation of teachers in the State of Pennsylvania, namely, September 1, 1927, has elapsed. For the past six years every effort has been made to place a well-trained teacher in every classroom in the State.

There is need now to find out just what has been accomplished. County Superintendents have been in an excellent position to observe the effects of the Act upon the status of the teaching of the classroom body of the State. To what extent have we really succeeded in placing better trained teachers in our classrooms?

A study in co-operation with the State Department of Public Instruction is now in progress to determine the present status of elementary teachers. Will you please answer the following questions fully and carefully? Answers will remain confidential, so please feel free to be frank in your reactions and suggestions. Use the envelope to return the blank by April 7 to Wm. A. Yeager, Ridley Park, Pa. Your co-operation will assist greatly in evaluating the accomplishments of the past seven years.

STATE CERTIFICATION AS A FACTOR IN THE TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE

I. TRAINING OF TEACHERS-IN-SERVICE

A.—FACTUAL INFORMATION.

1. Please indicate any *specific* plans and procedures which you have developed in your county since 1921 to enable elementary teachers-in-service to qualify under the certification regulations. (Please enclose copies of circulars, etc.)
2. What distinction do you make, as to encouragement or requirements for additional training, between the teacher with "below standard" certificate and the teacher with "standard" training?.....
3. What per cent of your elementary teachers who, having received normal, standard or permanent certificates, continued to take additional professional training since 1921?.....
4. Have you found the facilities for the training of elementary teachers-in-service since 1921 in your county *adequate*?.....
5. If inadequate, please indicate in what way?.....
6. Have you found the rural teachers of your district to have been at a disadvantage in securing the additional training necessary to meet certification requirements?.....In what way?.....
7. Do you keep the following records in your office as to elementary teachers:
   (a) Cumulative teacher ratings?.....Frequency of rating?.....
   (b) List of courses taken by elementary teachers?.....
   (c) Indicate other teacher records pertaining to certification.....
8. Please list the different functions which you perform in any way as to the certification of elementary teachers:
   (a) Official (required by law or state regulation).
   (b) Functions supplementary to above and developed through your own initiative.

B.—PROFESSIONAL JUDGMENTS.

1. Indicate frankly your impressions of courses taken by your elementary teachers-in-service. (Headings are suggested.)

Strong Points in the Courses As To:	Weaknesses As To:	Suggestions For Improvement.
Content.....		
Methods.....		
Instructors.....		
In general		

2. What have you found to be the detrimental effects of taking such training while in service?.....
3. What limitations, if any, should be placed upon the elementary teacher-in-service in regard to the taking of additional training:
   (a) During the *school year?*.....
   (b) During the *summer vacations?*.....
4. Justify these limitations.....
5. Grade the following types of courses which you have found to be most helpful to your elementary teachers-in-service. (Grade 1 highest to 6 lowest.) Academic Courses ( ) Special Methods ( ) Observation of Teaching ( ) Practice Teaching ( ) Psychology ( ) General Professional Subjects as Educational Tests, History of Education, Introduction to Teaching ( )
   Other Types as:.....
6. Are you in favor of increasing the period of preparation for *prospective elementary teachers* to three years?.....Four years?.....
7. If so, when should the three-year program go into effect?.....
   Four-year program?.....
8. Should *elementary teachers-in-service* be required to secure equivalent preparation to three years?.....Four Years?.....
9. If so, when should the three-year program go into effect?.....
   Four-year program?.....
10. If a rating value of 100 is given to courses taken by elementary teachers *in residence* in Normal Schools (school year or summer session), what corresponding numerical value would you assign to *extension* courses as offered in your county during the past seven years?.....
11. Reasons for your answer.....

12. On the same basis, give a similar numerical value to *correspondence* courses as taken by your teachers?.....
13. Reasons for your answer.....

II. Rating of Teachers

A.—FACTUAL INFORMATION.

1. Is the State Rating Card for teachers used in your county?.....
2. Who does the rating?.....
3. Do you use additional rating procedures? (Please explain).....(Send copy)

B.—PROFESSIONAL JUDGMENTS.

1. Do you think the State Rating Card is a reliable instrument for judging the work of the teacher?.....
2. Reasons for your answer. (Be specific).....

III. Miscellaneous Information

A.—FACTUAL INFORMATION.

1. What is the present situation in your community regarding the supply of properly certified teachers? (Underscore.)
   Elementary: Scarcity of teachers slight surplus considerable surplus.
   High School: Scarcity of teachers slight surplus considerable surplus.
2. What per cent of your elementary women teachers are married? (Do not include widowed).....
3. Do you favor the employment of married women teachers?.....
   Your reasons.....
4. How many elementary teachers were lost to your schools during the period from September, 1921, to September, 1927, due to their failure to accumulate the necessary credits for a certificate under the certificate regulations?.....
5. How many of these, in your judgment, were giving satisfactory service?.....

B.—PROFESSIONAL JUDGMENTS.

1. What are explanations for any surplus, scarcity (cross out one) of elementary teachers in your district?.....
2. What type of traveling experience, if at all, should be credited twoards a higher certificate?.....
3. To what extent?.....
4. Do you consider the training received by your elementary teachers with *standard* certificates *better than, equal to, less than* (underscore the one which applies) the training received by your elementary teachers with *normal* certificates?
5. Do you believe the State Program of Certification since 1921 has contributed to "placing a well trained teacher in every classroom"? Underscore: *None Little Much.* Indicate reasons for your answer under IV below.

IV. Criticisms and Suggestions.

What criticisms and suggestions can you add below which might be helpful in evaluating the State Program for Teacher Training and Certification?

Exhibit D

Questionnaire to District Supervisory Officers

UNIVERSITY OF PENNSYLVANIA
THE SCHOOL OF EDUCATION
PHILADELPHIA

March 26, 1928.

My Dear Superintendent:

The period of time designated by the Qualification and Salary Act for the preparation of teachers in the State of Pennsylvania, namely, September 1, 1927, has elapsed. For the past six years every effort has been made to place a well trained teacher in every classroom in the State.

There is need now to find out just what has been accomplished. Superintendents and Supervising Principals have been in an excellent position to observe the effects of the Act upon the status of the teaching body of the State. To what extent have we really succeeded in placing better trained teachers in our classrooms?

A study in co-operation with the State Department of Public Instruction is now in progress to determine the present status of elementary teachers. Will you please answer the following questions fully and carefully? Answers will remain confidential, so please feel free to be frank in your reactions and suggestions. Use the envelope to return the blank by April 4 to Wm. A. Yeager, Ridley Park, Pa. Your co-operation will assist greatly in evaluating the accomplishments of the past seven years.

STATE CERTIFICATION AS A FACTOR IN THE TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE

I. Training of Teachers-in-Service

A.—FACTUAL INFORMATION.

1. What specific encouragement have you, as superintendent, given your elementary teachers, since 1921, to take additional professional training while in service:
   (a) During the *school year*?.....
   (b) During the *summer vacations*?.....
2. Is the taking of additional training made compulsory?.....
   (Please enclose copy of regulations.)
3. What is your procedure for enforcing these regulations?.....
4. In what specific way do you recognize additional credits earned by your elementary teachers through taking such courses:
   (a) Through the salary schedule?.....
   (b) Reimbursement in other ways?.....
   (c) Ways other than financial?.....
5. What per cent of your elementary teachers who, having received normal, standard or permanent certificates, continued to take additional professional training since 1921?.....
6. What distinction do you make, as to encouragement or requirements for additional training, between the teacher with "below standard" certificate and the teacher with standard certificate?.....
7. Is it your policy to require additional training of elementary teachers with standard or normal certificates?.....Why?.....
8. What is the nature of this policy?.....

9. Are courses conducted in your district in lieu of the Teachers' Institute?.....
10. During what years have you been using this plan?.....
11. Do you plan these courses so that elementary teachers may use them as credits for certificates?.....
12. What per cent of your elementary teachers use these courses as credits?.....
13. Please indicate extension courses of all types offered in your district since 1921.

School Year	Number of Courses Offered	No. Different Institutions Giving These Courses	Brief Titles of Courses	Were Elementary and High School Teachers in Same Class?
1921-22				
1922-23				
1923-24				
1924-25				
1925-26				
1926-27				
1927-28				

B.—PROFESSIONAL JUDGMENTS.

1. Indicate frankly your impressions of courses taken by your elementary teachers-in-service. (Headings are suggested.)

Strong Points in the Courses As To:	Weaknesses As To:	Suggestions For Improvement
Content.....		
Methods.....		
Instructors.....		
In general.....		

2. What have you found to be the detrimental effects of taking such training while in service?.....
3. What limitations, if any, should be placed upon the elementary teacher-in-service in regard to the taking of additional training:
   (a) During the *school year*?.....
   (b) During the *summer vacations*?.....
4. Justify these limitations.....
5. Grade the following types of courses which you have found to be most helpful to your elementary teachers-in-service. (Grade 1 highest to 6 lowest.) Academic Courses ( ) Special Methods ( ) Observation of Teaching ( ) Practice Teaching ( ) Psychology ( ) General Professional Subjects as Educational Tests, History of Education, Introduction to Teaching ( )
   Other types as:.....
6. Are you in favor of increasing the period of preparation for *prospective elementary* teachers to three years?.....Four years?.....
7. If so, when should the three-year program go into effect?.....
   Four-year program?.....
8. Should *elementary teachers-in-service* be required to secure equivalent preparation to three years?.....Four years?.....
9. If so, when should the three-year program go into effect?.....
   Four-year program?.....

II. Rating of Teachers

A.—FACTUAL INFORMATION.

1. Is the State Rating Card for teachers used in your district?.....
2. Who does the rating?.....
3. If the State Card is not used, please indicate the plan you use. (Please send copy.)

B.—PROFESSIONAL JUDGMENTS.

1. Do you think the State Rating Card is a reliable instrument for judging the work of the teacher?.....
2. Reasons for your answers (*be specific*).....
3. In what way is the plan you use superior to the State Card?.....

III. Miscellaneous Information

A.—FACTUAL INFORMATION.

1. What is the present situation in your community regarding the supply of properly certified teachers? (Underscore.)
   Elementary: Scarcity of teachers slight surplus considerable surplus.
   High School: Scarcity of teachers slight surplus considerable surplus.
2. What per cent of your elementary women teachers are married? (Do not include widowed).....
3. Do you (a) favor the employment of married women teachers?.....
   (b) refuse to employ them?.....
4. How many elementary teachers were lost to your schools during the period from September, 1921, to September, 1927, due to their failure to accumulate the necessary credits for a certificate under the certificate regulations?.....
5. How many of these, in your judgment, were giving satisfactory service?.....

B.—PROFESSIONAL JUDGMENTS.

1. What are explanations for any surplus, scarcity (cross out one) of elementary teachers in your district?.....
2. What type of traveling experience, if at all, should be credited towards a higher certificate?.....
3. To what extent?.....
4. Do you consider the training received by your elementary teachers with *standard* certificates *better than, equal to, less than* (underscore the one which applies) the training received by your elementary teachers with *normal* certificates?.....
5. Do you believe the State Program of Certification since 1921 has contributed to "placing a well trained teacher in every classroom"? Underscore: *None Little Much.* Indicate reasons for your answer under IV below.

IV. Criticisms and Suggestions

What criticisms and suggestions can you add below which might be helpful in evaluating the State Program for Teacher Training and Certification?

Exhibit E

Questionnaire to School Board Secretaries

UNIVERSITY OF PENNSYLVANIA
THE SCHOOL OF EDUCATION
PHILADELPHIA

February 20, 1928.

To Secretaries of School Boards in the State of Pennsylvania:

The period of time designated by the Qualification and Salary Act for the preparation of teachers in the State of Pennsylvania, namely, September 1, 1927, has elapsed. For the past six years every effort has been made to place a well-trained teacher in every classroom in the State.

There is a need now to find out just what has been accomplished. Members of School Boards have been in an excellent position to observe the effects of this Act upon the teaching body of the State. To what extent have we really succeeded in placing better trained teachers in our classrooms?

A study in co-operation with the State Department of Public Instruction is now in progress to determine the actual situation among *elementary* teachers. Will you please answer the following questions fully and carefully? If another member of the Board is in a better position to give the desired information, will you please hand or mail the blank to him or her? Answers will remain confidential, so please feel free to be frank in your reactions and suggestions. Use the envelope to return the blank at the earliest date possible to William A. Yeager, Ridley Park, Pa. Your co-operation in this matter will be much appreciated.

STATE CERTIFICATION AS A FACTOR IN THE TRAINING OF ELEMENTARY TEACHERS-IN-SERVICE

1. What specific encouragement, if any, has your School Board given your elementary teachers to take additional professional training:
   (a) *During the school year?*.....
   (b) *During the summer vacations?*.....
2. What are the reasons of the Board for giving this encouragement?.....
3. Is the taking of such additional training made compulsory?.....
4. What is your procedure for enforcing these compulsory regulations?.....
5. Does your salary schedule recognize additional credits earned by your elementary teachers through taking such courses?.....
6. In what specific way?.....
7. Do you reimburse your elementary teachers in any manner other than by means of salary increases for their expenditures in taking additional training?.....
8. If so, in what specific way?.....
9. In what manner other than financial do you recognize such credits?.....
10. What limitations should be placed upon elementary teachers in regard to the taking of additional training:
    (a) *During the school year?*.....
    Why?.....

(b) If taken *during the summer vacations*?.....

Why?.....

11. Under what conditions will additional training, (a) if taken *during the school year,* be detrimental to the health of the teacher?.....

Why?.....

(b) If taken *during the summer vacations*?.....

Why?.....

What, in your judgment, are the detrimental effects of such training, other than those on the *health* of the teacher?.....

13. How many elementary teachers were lost to your system during the period from September, 1921, to September, 1927, due to their failure to accumulate the necessary credits for a certificate under the certificate regulations of 1921?.....

14. How many of these, in your judgment, were giving satisfactory service?.....

15. How might these teachers have been saved to your schools?.....

16. Should traveling experience by teachers be credited towards a higher certificate? .....

17. To what extent?.....

18. Is the State Rating Card for teachers used in your district?.....

19. Who does the rating?.....

20. Do you think this plan works well in practice?.....

21. Reason for your answer.....

22. Do you believe the State Program of Certification since 1921 has contributed to "placing a well-trained teacher in every classroom"? Underscore one: *None Little Much.*

23. What is the present situation regarding the supply of properly certificated teachers in your community?.....

Elementary teachers (underscore one): *Scarcity of teachers slight surplus considerable surplus.*

High School teachers (underscore one): *Scarcity of teachers slight surplus considerable surplus.*

24. To what extent is this surplus, if any, due to the employment of married women teachers in the schools?.....

25. What are other explanations for this surplus, or scarcity, if any?.....

26. Does your School Board (a) favor the employment of married women teachers?.....

(b) refuse to employ them?.....

27. What per cent of your elementary women teachers are married? (do not include widowed) .....

28. What criticisms and suggestions can you add below from your observations of the training of teachers-in-service which might be helpful in evaluating the State Program for teacher training and certification? Please note your experience or other basis upon which you have formed these judgments.....

Exhibit F

Questionnaire to State Teachers Colleges and State Normal Schools in United States and Possessions

UNIVERSITY OF PENNSYLVANIA
THE SCHOOL OF EDUCATION
PHILADELPHIA

March 26, 1928.

A study, in co-operation with the Department of Public Instruction, is now in progress in Pennsylvania to ascertain the effects of the Qualification and Salary Act of 1921 upon the improvement of elementary teachers-in-service. An effort is being made to learn the extent to which the State has succeeded in "placing a well-trained teacher in every classroom."

To this end it seems desirable to ascertain the official and responsible relationships which Teacher Training institutions maintain in connection with following up their elementary teacher-graduates-in-service. This information is needed in order to check and compare the practice of teacher training institutions in Pennsylvania with the practice in other States.

Will you please write, therefore, setting forth, specifically, if you will, in the appropriate spaces below, information as to the nature and extent of these contacts and relationships? Make returns by April 9, if possible, to William A. Yeager, Ridley Park, Pa. Your co-operation will be appreciated.

A.—OFFICIAL RELATIONSHIPS.

1. Do you maintain official (required by law or State regulation) relationships with your elementary teacher-graduates-in-service during their probationary period:
   (a) By direct visitation?.....How often?.....By whom?.....
   (b) By receiving reports of their progress?.....How often?.....
   From whom?.....
   (c) By requiring reports from the teacher?.....How often?.....
   (d) By sending reports to your State Department?.....How often?.....
   (e) By what other means?.....
2. Will you describe specifically the plans you have developed in connection with any of the above? (Copies of regulations will be appreciated.)
3. Is any form of State license which such teacher may receive withheld until the Training School has reported upon such field contacts? Please explain.

4. Will you set forth the extent to which, in your judgment, teacher training institutions should maintain *official* relationships with their elementary teacher-graduates-in-service?

B.—UNOFFICIAL RELATIONSHIPS.

1. Do you maintain unofficial supervisory relationships with your elementary teacher-graduates-in-service during their probationary period:
   (a) By direct visitation?.....How often?.....By whom?.....
   (b) By receiving reports of their progress?.....How often?.....
   From whom?.....
   (c) By requiring reports from teachers?.....How often?.....
   (d) By offering supervisory service if teachers desire same?.....
   (e) By what other means?.....
2. Will you describe specifically any plans which you have developed in connection with any of the above?

3. What plans, if any, have you developed whereby your instructors may modify the objectives and outcomes of the courses which they offer in the light of the teachers' experience in service?

4. Will you set forth the extent to which, in your judgment, teacher training institutions should maintain responsible supervisory relationships wtih their elementary teacher-graduates during their probationary period?

Exhibit G

TEACHER'S RATING SCORE CARD

Commonwealth of Pennsylvania
DEPARTMENT OF PUBLIC INSTRUCTION
TEACHER BUREAU
Harrisburg

Name .....
Last name First name

.....
District County School

Subjects..... Grades.....

PERSONALITY*	Highest	High	Middle	Low	Lowest	Q. T.
Appearance						
Voice						
Power						
Character						
Co-operation						
Score	X	X	X	X	X	
PREPARATION*						
Command of English						
Specific knowledge						
General scholarship						
Professional equipment						
Citizenship						
Score	X	X	X	X	X	

TECHNIQUE*	Highest	High	Middle	Low	Lowest	Q. T.
Room conditions						
Subject matter						
Resourcefulness						
Motivation						
Conclusiveness						
Score	X	X	X	X	X	
PUPIL REACTION*						
Habits and skills						
Command of subject matter						
Thinking ability						
Expression						
Tastes and ideals						
Scroe	X	X	X	X	X	

Q. T.—Quantative translation.
Highest.....5 High.....4 Middle.....3 Low.....2 Lowest.....1
*Check value of each quantity before making quantiation translation.

I certify that the above named teacher has taught for.....years
.....months under my supervision and has received from me at rating of.....

.....
Signature of Scorer Official Position

Date.....19.....

Definitions

I PERSONALITY.

1. Appearance—Attractiveness; cleanliness; neatness; appropriateness of attire; posture.
2. Voice—Rate of speech; distinctiveness of enunciation; flexibility; pitch; tone.
3. Power—Health; vigor; initiative; command.
4. Character—Tact; kindliness; optimism; sense of humor; justice; integrity; morality.
5. Co-operation—Sympathy; open-mindedness; cheerfulness; loyalty; cordial working relations with pupils, colleagues and superiors.

II PREPARATION.

1. Command of English—Clearness, accuracy and fluency of diction; absence of grammatical errors and colloquialisms; unity and coherence of ideas; appropriateness and force in choice of words.
2. Specific knowledge—Accuracy, quantity and organization of the lesson's subject matter.
3. General Schoarship—Breadth of information; sense of relative values; power of logical thinking.
4. Professional Equipment—Knowledge of current educational theories and practice; knowledge and use of educational psychology; improvement with experience.
5. Citizenship—Sense of civic responsibility; participation in community activity; evidence of right civic thinking and teachng in class room.

III TECHNIQUE.

1. Room Conditions—Hygienic conditions; attractiveness; order; adaptations of furniture and equipment to specific needs.
2. Selection and Organization of Subject Matter—Definiteness of aim; adaptation to pupils' interests, needs and capacities; skill in questioning.
3. Resourcefulness—Sense of proportion; treatment of answers; use of illustrative material.
4. Motivation—Recognition of pupils' apperceptive bases; relation of lesson to pupils' interests; use of problem method.
5. Conclusiveness—Each lesson a unit; pupils' sense of something done; results secured.

IV PUPIL REACTION.

1. Efficient Functioning of Habits and Skills—Promptness, regularity and good form; respect for self and for the school authorities; skill in the arts.
2. Command of Subject Matter—Good lesson preparation; accuracy and availability of information.
3. Thinking Ability—Recall and selection of significant facts; coherence of ideas; ability to draw sound conclusions.
4. Expression—Clearness, grammatical correctness, precision and conciseness in use of English; good vocalization and bodily attitudes.
5. Tastes, Appreciations and Ideals—In literature, art and science; evidence of thoroughness, integrity and fairness.

FOR INSTRUCTIONS IN USING THIS SCALE SEE REVERSE SIDE

INSTRUCTIONS FOR USING THE TEACHER'S RATING SCALE

The efficiency of this scale depends largely upon the extent to which qualitative rather than quantitative values are applied in the preliminary steps.

Think of the qualitative values as possessing the following numerical values: very high—5, high—4, medium—3, low—2, very low—1. The value zero is purposely omitted from this scale as it is assumed that at least twenty per cent efficiency would be possessed by anyone qualifying at all for the profession.

In rating a teacher make the qualitative rating in all the elements of the scale before making the quantitative translation.

When rating several teachers rate all of them qualitatively on each qualification before making the quantitative translation for any one.

The sum of the ratings given under each of the four general qualities is the teacher's final rating.

Try hard not to think in terms of percentages and particularly in terms of the usual passing grade of seventy or seventy-five per cent. The medium grade, according to this scale, is obviously sixty. That is, if a candidate received three in each of the qualities of the scale the total would be sixty points. There would presumaby be as many below this point as above.

Be careful not to rate too high. Out of one hundred teachers a normal frequency distribution should show five 5's, twenty 4's, fifty 3's, twenty 2's, and five 1's. This distribution should not be binding upon your judgment but it is reasonably certain that 3 will occur far more frequently than any other number.

In using the scale for the first time it would be well to select from your experience teachers who would represent each of the five points under each of the qualities of the scale and in rating a particular candidate make a comparison with the person so selected as a standard for the scale.

In using the scale for the first time it might be well to make a few experimental ratings before actually rating a teacher.

You may be called upon to rate a teacher you have known only a short time. While longer acquaintance is desirable, the rating scale will enable you to use what knowledge you have to the best advantage.

The purpose of the scale and its advocation is not so much to qualify or disqualify the teacher rated as it is to secure a qualitative basis upon which constructive supervision and assistance may be rendered the teacher rated.

It is hoped as soon as possible to have teachers rate themselves and to have these ratings form a definite part in the general rating scheme..

REMARKS: (This space should be used by the scorer in giving additional information concerning the teacher rated and the circumstances of the observation.)

TABLE 45

DISTRIBUTION OF EXTENSION COURSES OFFERED BY ALL NORMAL SCHOOLS OF THE STATE SINCE 1921 (WITH THE EXCEPTION OF THE YEAR 1924-25) AS REPORTED TO THE DEPARTMENT OF PUBLIC INSTRUCTION

Rank	Course Titles	1921-22			1922-23			1923-25			1925-26			1926-27			Totals			
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C	A	B	C	Pct.
1.	Music	24	710	30	80	1865	23	24	499	21	4	110	28	5	88	14	137	3272	23.9	9.7
2.	Art	22	664	30	49	1511	31	27	678	25	4	112	28	5	97	19	107	3062	28.6	9.1
3.	Educational Sociology	15	378	25	42	859	21	17	425	25	9	189	21	12	204	17	95	2055	20.6	6.1
4.	Educational Measurements	18	494	27	38	1103	29	5	145	29	5	109	22	10	171	17	76	2022	26.7	6.1
5.	English	10	260	26	17	343	20	25	527	21	19	567	30	7	152	22	78	1849	23.8	5.5
6.	Psychology	10	275	28	15	386	26	18	488	30	9	190	21	18	495	28	70	1834	26.2	5.4
7.	Health and Hygiene	14	475	34	17	703	41	11	320	33	5	126	25	3	70	23	50	1704	34.1	5.2
8.	History and Principles of Education	6	105	17	27	609	22	11	209	19	15	356	24	2	37	19	61	1316	21.6	4.0
9.	Principles of Education	2	78	39	27	673	25	3	59	20	4	147	37	1	16	16	37	973	26.3	2.9
10.	Geography	6	131	22	11	252	23	13	477	37	..	..	..	..	..	..	30	860	28.7	2.7
11.	Educational Psychology	5	95	19	15	353	24	14	356	25	..	..	..	4	55	14	38	859	22.6	2.7
12.	Schoolroom Problems	1	7	7	3	93	31	27	676	25	2	68	34	..	..	..	33	844	25.6	2.5
13.	History	..	..	..	14	253	19	18	298	17	9	231	26	2	38	19	43	820	19.1	2.5
14.	Teaching of Primary Reading	..	..	..	10	246	25	15	492	33	..	..	..	..	..	..	25	738	29.5	2.2
15.	Methods and Contacts	1	7	7	3	47	16	26	656	25	..	..	..	..	..	..	30	710	23.7	2.1
16.	Educational Biology	..	..	..	..	..	..	..	..	..	..	..	..	26	699	25	26	699	26.9	2.1
17.	Literature	2	47	24	11	228	21	5	119	24	6	142	24	8	160	20	32	696	21.8	2.1
18.	Economics	..	..	..	10	331	33	14	342	25	..	..	..	1	19	19	25	692	27.7	2.0
19.	Teaching of English	4	107	27	10	205	21	4	97	24	10	261	26	..	..	..	28	670	23.9	2.0
20.	Science	6	171	28	5	148	30	3	183	61	4	112	28	1	20	20	19	634	32.8	1.9
21.	Teaching of Arithmetic	6	196	33	7	201	29	1	40	40	2	44	22	5	98	20	21	579	27.6	1.8
22.	Nature Study	3	75	25	4	87	22	10	287	29	3	87	29	1	22	22	21	558	26.5	1.7
23.	Political Science	..	..	..	..	..	..	..	..	..	6	77	13	18	455	25	24	532	22.2	1.6
24.	Child Welfare	4	117	29	4	56	14	8	158	20	10	114	12	3	64	21	29	509	17.6	1.5
25.	Physical Education	..	..	..	7	194	28	6	145	24	3	156	52	..	..	..	16	495	30.9	1.5
26.	Children's Literature	4	116	29	10	246	25	2	28	14	4	84	21	1	14	14	21	488	23.2	1.4
27.	Elementary School Curriculum	..	..	..	5	175	35	10	291	29	..	..	..	..	..	..	15	466	31.1	1.4
28.	Rural Sociology	3	59	20	15	284	19	2	29	15	..	..	..	..	..	..	20	372	18.6	1.1
29.	Penmanship	2	55	28	8	250	31	3	65	22	..	..	..	..	..	..	13	370	28.5	1.1
30.	Teaching of Social Study	2	31	16	6	248	31	..	..	..	2	42	21	2	46	23	12	367	30.6	1.1
31.	Teaching of Primary Subjects	..	..	..	4	144	36	3	148	49	2	39	20	1	16	16	10	347	34.7	1.0
32.	Technique of Teaching	..	..	..	..	..	..	1	26	26	1	12	12	12	302	25	14	340	24.3	1.0
33.	Introduction to Education	8	196	25	2	37	19	2	26	13	3	15	5	..	..	..	15	274	18.3	.8
34.	School Efficiency	2	15	8	1	27	27	4	131	33	5	93	19	..	..	..	12	266	22.2	.8
35.	Philosophy of Education	..	..	..	2	75	38	4	95	24	..	..	..	..	..	..	6	170	28.3	.5
36.	Supervised Study	..	..	..	..	..	..	..	..	..	7	166	24	..	..	..	7	166	13.7	.5
37.	Civic Education in Elementary Schools	..	..	..	..	..	..	..	..	..	..	..	..	7	160	23	7	160	22.9	.5
38.	School Administration	2	45	23	5	48	10	1	32	32	1	11	11	..	..	..	9	136	15.1	.4
39.	Mathematics	..	..	..	4	39	10	4	50	13	1	13	13	1	20	20	10	122	12.2	.4
40.	Vocational Guidance	..	..	..	..	..	..	1	23	23	2	64	32	..	..	..	3	87	29.0	.2
41.	Junior High School	2	42	21	1	33	33	..	..	..	..	..	..	1	10	10	4	85	21.3	.2
42	Psychology of Common Branches	..	..	..	..	..	..	..	..	..	3	51	17	2	28	14	5	79	15.8	.2
43.	Spanish	..	..	..	2	36	18	2	38	19	..	..	..	..	..	..	4	74	18.5	.2
44.	Latin	1	8	8	2	41	22	..	..	..	..	..	..	..	..	..	3	49	16.3	.1
45.	French	..	..	..	2	17	9	1	14	14	..	..	..	..	..	..	3	31	10.3	.1
46.	Present Tendency in Education	..	..	..	1	10	10	..	..	..	..	..	..	..	..	..	1	10	10.0	.03
	TOTALS	185	4959	23	496	12456	24	345	8682	26	160	3788	23	159	3556	19	1345	33441	21.5	100.

A—Total Number Classes in Subject Indicated. B—Total Enrollment in this Subject. C—Average Number Students to Class (to the Nearest Whole Number).